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and the Members of the League.]

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LEAGUE OF NATIONS

ADVISORY COMMITTEE ON TRAFFIC IN OPIUM
AND OTHER DANGEROUS DRUGS

MINUTES
OF THE
TWENTY-THIRD SESSION

Held at Geneva from June 7th to 24th, 1938

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LIST OF MEMBERS

M. J. H. DELGORGE (<i>Chairman</i>)	<i>Netherlands.</i>
Major W. H. COLES, D.S.O. (<i>Vice-Chairman</i>)	<i>United Kingdom.</i>
His Excellency M. CARNOY	<i>Belgium.</i>
His Excellency Dr. D. KARADJOFF (Substitute : M. Evguéni SILIANOFF)	<i>Bulgaria.</i>
Colonel C. H. L. SHARMAN, C.M.G., C.B.E. (Adviser : Mr. A. RIVE)	<i>Canada.</i>
His Excellency Dr. Hoo Chi-tsai (Substitute : M. CHEN Ting ; Secretary : M. Yone Ming LEE)	<i>China.</i>
Dr. J. SVOBODA	<i>Czechoslovakia.</i>
Sir Thomas W. RUSSELL	<i>Egypt.</i>
His Excellency M. Gaston BOURGOIS (Technical Adviser : M. J. P. RAZET)	<i>France.</i>
His Excellency A. EMBIRICOS-COUMOUNDOUROS	<i>Greece.</i>
Mr. W. W. NIND	<i>India.</i>
His Excellency ABDOLLAH BAHRAMY	<i>Iran.</i>
His Excellency Eiji AMAU (Experts : M. M. INAGAKI, M. S. IKAWA ; Secretary : M. KANAYAMA)	<i>Japan.</i>
M. M. TELLO (Substitute : M. M. GARZA-RAMOS)	<i>Mexico.</i>
M. G. BEELAERTS VAN BLOKLAND (Substitute)	<i>Netherlands.</i>
.	<i>Peru.</i>
His Excellency Dr. Witold CHODZKO	<i>Poland.</i>
Dr. Esteves FERNANDES (Expert : Dr. Mascarenhas GAIVAO)	<i>Portugal.</i>
His Excellency Phya RAJAWANGSAN (Secretary : Luang Chamnong DITHAKAR)	<i>Siam.</i>
M. F. CARRERAS REURA (Substitutes : M. V. HURTADO, M. A. RIFE).	<i>Spain.</i>
Dr. H. CARRIÈRE (<i>Rapporteur</i>)	<i>Switzerland.</i>
His Excellency M. N. SADAK (Substitutes : M. S. BERKIN, M. H. ERKAN)	<i>Turkey.</i>
Mr. S. J. FULLER (assisted by Mr. H. J. ANSLINGER (expert) and Mr. Bernard WAIT (expert))	<i>United States of America.</i>
His Excellency M. Alfredo DE CASTRO	<i>Uruguay.</i>
His Excellency M. I. SOUBBOTITCH (Substitutes : Dr. S. GAVRILOVITCH, Dr. D. MIHAILOVITCH)	<i>Yugoslavia.</i>

Assessor :

Dr. F. Y. M. DE MYTTENAERE.

Secretary :

M. Bertil A. RENBORG, Acting Director of the Opium Traffic Section.

FIRST MEETING (PRIVATE)

Held on Tuesday, June 7th, 1938, at 10.30 a.m.

Chairman: Dr. CHODZKO (Poland) ; later, M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representative of Peru.

1251. Election of the Chairman, Vice-Chairman and Rapporteur.

The Committee unanimously appointed M. DELGORGE (Netherlands) Chairman, Major COLES (United Kingdom), Vice-Chairman, and Dr. CARRIÈRE (Switzerland), Rapporteur.

1252. Appointment of Assessors.

M. RENBORG, Acting Director of the Opium Traffic Section, reminded the Committee that there was at present only one Assessor—Dr. de Myttenaere—whose term of office would expire at the end of 1938. Mr. Lyall's place had not yet been filled, the Committee having decided at its last session¹ not to make any proposal to the Council until it could see in connection with what particular aspect of the Committee's work a second Assessor could be most usefully appointed. He suggested that any decision regarding the appointment should be further postponed for the time being.

The Committee decided to propose to the Council that Dr. de Myttenaere (Belgium) be reappointed Assessor, and to make no proposal for the present regarding the appointment of a second Assessor.

1253. Election of Three Members of the Agenda Sub-Committee.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the Agenda Sub-Committee consisted of the Chairman and Vice-Chairman of the Advisory Committee, together with three members to be elected. The retiring members were the representative of the United Kingdom—whom the Committee had just elected as its Vice-Chairman—and the representatives of the United States of America and Siam.

The Committee unanimously elected as members of the Agenda Sub-Committee the representatives of the United States of America, France and Siam.

1254. Publicity of the Meetings.

The Committee decided to hold its meetings in public, while reserving the right to discuss any item of the agenda in private.

1255. Adoption of the Agenda of the Session : Question of appointing a Sub-Committee to examine the Report by the Committee of Experts on the Standardisation of Methods for determining the Morphine Content of Raw Opium.

Dr. CHODZKO (Poland), Chairman of the Agenda Sub-Committee, presented the agenda proposed by the Sub-Committee.² He directed the Committee's special attention to the importance of Item V(a) : Preparatory Work for the Conference for the Limitation of Poppy Cultivation and the Production of Raw Opium", and asked for an early discussion of that item.

M. RENBORG, Acting Director of the Opium Traffic Section, drew attention to Item VIII(a) : "Standardisation of Methods for determining the Morphine Content of Raw Opium". Members of the Advisory Committee had recently received the final report³ submitted by the Committee of Experts, which, at the Advisory Committee's request, had been asked by the Health Committee to study the problem. The question of developing standard methods was of special importance from the point of view of what was at present one of the Committee's most urgent preoccupations—namely, the preparatory work for the Conference for the Limitation of Poppy Cultivation and the Production of Raw Opium.

M. Renborg suggested that the Committee might desire to decide at once whether Item VIII should be discussed in detail at the present session. In that event, members of the Committee might wish to have their experts present, and the Committee would no doubt desire to ask M. van Itallie, the Chairman of the Committee of Experts, to attend.

M. GAVRILOVITCH (Yugoslavia) agreed as to the importance of Item VIII(a) of the agenda from the point of view of the Limitation Conference. He would wish to have the advice of Yugoslav experts, if the Committee decided to discuss the question at its present session.

¹ See Minutes of the Twenty-second Session of the Committee, page 8.

² For the final text of the agenda, see Annex I.

³ Document O.C.1512(e).

Dr. CARRIÈRE (Switzerland) said that he had been present at some of the meetings of the van Itallie Committee and had been able to appreciate the difficulty of the problem of the morphine content of opium. If the Committee decided to discuss it, it would be advisable to seek the collaboration of persons fully qualified to express an opinion. In particular, M. van Itallie, Chairman of the Committee of Experts, should be asked to attend, and to make a statement on the work of the experts. Further, any member of the Advisory Committee desirous, like the Yugoslav representative, of consulting his experts, should be at liberty to do so.

Dr. CHODZKO (Poland) said that the question of standardisation had been under consideration for the past ten years. He did not think that the Committee could gain anything by postponing the discussion on the present occasion, and felt that it should take no decision now that might delay the preparatory work for the Limitation Conference. He supported the suggestion that M. van Itallie should be asked to be present during the discussion. If the Advisory Committee decided to appoint a sub-committee consisting of experts and of members of the Advisory Committee itself, it should be possible to dispose of the question at the present session.

Major COLES (United Kingdom) said that the van Itallie report had only just been issued. The United Kingdom experts had not yet had time to examine it and would not be in a position to express an opinion if asked to assist at the present session. He thought that the business of the Advisory Committee would be expedited if it decided to postpone the discussion of the report until the next session.

M. BAHRAMY (Iran) agreed that it would be preferable to postpone the discussion.

Dr. CARRIÈRE (Switzerland) suggested that the Advisory Committee would be better prepared to examine the question at its next session if it decided at once to appoint a sub-committee, consisting of experts and of members of the Advisory Committee, which would submit to the Committee a preliminary study based on the report of the Committee of Experts.

Dr. CHODZKO (Poland) and M. BOURGOIS (France) supported Dr. Carrière's proposal.

The CHAIRMAN thought that it might be wise to postpone the appointment of a sub-committee until a later meeting, in order that the Committee might have time to consider the matter.

M. GAVRILOVITCH (Yugoslavia) supported the proposal to appoint a sub-committee at a later meeting.

M. AMAU (Japan) said that the Japanese delegation would have preferred to appoint a sub-committee which could meet during the present session of the Advisory Committee. The Japanese expert proposed to leave for Japan as soon as the session was over, in order to acquaint his Government with the Committee's decisions.

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that the Committee might take a decision at its next meeting concerning the appointment of a sub-committee and fix the date on which it was to be convened. The Chairman would perhaps be good enough to submit a list of members. M. van Itallie would, he presumed, be asked to attend.

Colonel SHARMAN (Canada) said that his position was the same as that of the United Kingdom representative. He was not yet able to discuss the van Itallie report, which was a highly scientific document. The proposal to appoint a sub-committee was, he thought, on the right lines. If it were adopted, that sub-committee's interim report could be discussed by the Government experts at home, together with the report of the Committee of Experts.

The Committee decided to appoint a sub-committee at its next meeting.

M. GAVRILOVITCH (Yugoslavia), referring to Item VI of the draft agenda, " Illicit Traffic ", enquired whether an opportunity would be given him, at a private meeting, of replying to certain questions arising out of his statement in the Sub-Committee on Seizures, in connection more particularly with clandestine manufacture in Yugoslavia.

The CHAIRMAN replied in the affirmative.

M. BOURGOIS (France), also referring to Item VI of the draft agenda, asked for the inclusion of an additional paragraph : " (d) Illicit Traffic by Sea ".

The Committee decided to add to its agenda, under Item VI, an additional paragraph : " (d) Illicit Traffic by Sea ".

The draft agenda, as amended, was adopted (Annex 1).

1256. Work of the Preparatory Committee for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium: Communication by Major Coles, Rapporteur of the Preparatory Committee.

Major COLES (United Kingdom), Rapporteur of the Preparatory Committee, said that the Committee's report was not so advanced as he had hoped. The drafting had proved more difficult and had taken longer than he had anticipated. If the Advisory Committee would adjourn its proceedings until the following day, so as to leave him free, the report should, he thought, be in its hands by June 10th.

The Advisory Committee decided to adjourn until June 8th at 10.30 a.m.

SECOND MEETING (PUBLIC)

Held on Wednesday, June 8th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representative of Peru.

1257. Tribute to the Former Chairman and to Former Members of the Advisory Committee.

The CHAIRMAN expressed the Committee's appreciation of the efficient way in which Dr. Chodzko had presided over its deliberations at the two previous sessions.

He expressed the Committee's regrets at losing the valuable co-operation of Senator Cavazzoni (Italy), Dr. Schultz (Austria), Dr. de Vasconcellos (Portugal), M. Momtchiloff (Bulgaria), M. Seymen (Turkey), Mr. Wild (India) and M. Yokoyama (Japan).

1258. Welcome to New Members of the Committee.

The CHAIRMAN extended a welcome to the following new members: M. Karadjoff (Bulgaria), Mr. Nind (India), M. Bahramy (Iran), M. Amau (Japan), M. Fernandes (Portugal), M. Carreras Reura (Spain), M. Sadak (Turkey); and also to M. Embiricos-Coumoundouros and M. Svoboda, representing respectively Greece and Czechoslovakia, which were recently appointed members of the Committee by the Council.¹

1259. Appointment of a Sub-Committee to examine the Report of the Committee of Experts on the Standardisation of Methods for determining the Morphine Content of Raw Opium.

The CHAIRMAN announced that the Sub-Committee to consider the above report would consist of the representatives of France, Iran, Japan, Poland, Switzerland, Turkey, the United States of America and Yugoslavia, together with M. van Itallie and M. de Myttenaere.

Dr. CHODZKO (Poland) declined the nomination offered, as he himself was not a specialist in chemical problems and the Polish Government had no expert available.

M. BAHRAMY (Iran) would prefer not to serve on the Sub-Committee as he had no technical qualifications; he regretted that time would not permit of the arrival of an Iranian expert.

Mr. FULLER (United States of America) asked when the report of the Committee of Experts could be expected; document O.C.1512(e) seemed to be rather a reprint of a published article.

M. RENBORG, Acting Director of the Opium Traffic Section, explained that the document in question represented the final report of the Committee of Experts, which had been printed in the *Quarterly Bulletin of the Health Organisation*.

The CHAIRMAN declared the Sub-Committee constituted as already specified with the exception of the representative of Poland. He proposed that Dr. Carrière should act as Chairman and decide the final date of meeting.

The Chairman's proposals were adopted.

1260. Examination of the Progress Report by the Secretary.

The Committee considered, paragraph by paragraph, the progress report by the Secretary (Annex II).

I. NOTE BY THE ACTING DIRECTOR OF THE OPIUM TRAFFIC SECTION.

M. RENBORG, Acting Director of the Opium Traffic Section, drew the Committee's attention to the second paragraph of the introductory note. Members would realise that, since April 15th, various further replies to circular letters sent to Governments had been received but had not yet been dealt with.

¹ See *Official Journal*, February 1938, page 90.

II. ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

Collaboration with Latin-American Countries.

Mr. FULLER (United States of America) noted the repetition in this section of the report of the complaint that most Latin-American countries did not supply annual reports. This might, however, be attributable to the Secretariat's failure to circulate such information as was actually received from those countries. He had observed from documents issued by the Secretariat in April and May that the Secretary-General had recently received from the Governments of the Argentine Republic and Colombia respectively texts of new anti-narcotic legislation recently enacted by those countries, and containing, in the case of the Argentine Republic particularly, extremely interesting and helpful information. This information had been "filed in the archives of the Secretariat", presumably because an insufficient number of copies was communicated to enable a wider distribution to be made. Such an attitude might be largely responsible for the lack of co-operation of which complaints had been made.

M. RENBORG, Acting Director of the Opium Traffic Section, recalled the discussion at the Committee's 1936 session¹ on the distribution of the annual reports and legislative information supplied under the provisions of the 1931 Convention. It had been agreed that all such information should be circulated, but that legislative texts must be supplied in at least 100 copies to enable distribution to be effected to Governments and to the Advisory Committee and leave a balance for stock.

A reference would be found on page 6 of the Analytical Study of Annual Reports from Governments (document O.C.1723) to the Argentine legislation referred to by Mr. Fuller. Finally, he could assure the Committee that no distinction was drawn, as regards the circulation of legislative information, between Governments which were and Governments which were not parties to the Opium Conventions, provided a sufficient number of copies was received.

M. DE CASTRO (Uruguay) pointed out that, in response to Circular Letter No. 1, of January 7th, 1938, concerning the despatch of annual reports by Governments, the Uruguayan Government had transmitted its annual report for 1937 in March last, and was doing its best to comply with the other requests contained in the said circular letter.

The Committee might be interested to know that, on April 27th, 1938, an administrative decree had been enacted implementing the new Uruguayan Law of September 11th, 1937, establishing a State monopoly for the importation, exportation and distribution of narcotic drugs. This decree contained regulations regarding administrative organisation, the kinds of drugs which came under the law, the issue of licences for trade in narcotic drugs, the import and export monopoly, the system of supervision, the operation of laboratories and pharmacies and drug addiction. He had pleasure in handing the Secretariat the full text of those regulations for the information of the Committee.

The CHAIRMAN thanked the Uruguayan representative for his valuable communication.

Colonel SHARMAN (Canada) recollected that, at its 1937 session,² the Advisory Committee had discussed the possibility of encouraging co-operation with the Latin-American countries. It was regrettable that a decision taken in 1936 should be used to justify an attitude of comparative indifference to information supplied by those countries. When communications such as those mentioned by the United States representative were received, Colonel Sharmán would suggest that the Secretariat should send a special letter thanking the country concerned for the communication and asking whether the necessary number of copies could be supplied for distribution to other States.

M. RENBORG, Acting Director of the Opium Traffic Section, drew the Committee's attention to the second paragraph of Chapter II of the progress report. When leaving for South America, the Director of the Opium Section had taken with him special memoranda for each country, showing the points on which co-operation with the Secretariat could be improved. M. Ekstrand was discussing those memoranda in detail in each country visited, and this personal contact would undoubtedly greatly stimulate collaboration between the countries in question and the Secretariat. The Canadian representative's suggestion would be duly noted and put into effect.

M. DE CASTRO (Uruguay) suggested that, on the return of the special Secretariat mission from South America, a report might be compiled and communicated to the members of the Advisory Committee. On the basis of that report, the Committee could, at its next session, discuss more usefully the prospects of improving collaboration with the Latin-American countries.

¹ See Minutes of the Twenty-first Session of the Committee, page 86.

² See Minutes of the Twenty-second Session of the Committee, page 31.

III. LEGITIMATE TRADE, MANUFACTURE AND CONSUMPTION OF NARCOTIC DRUGS

(b) *Revised List of Drugs, Preparations and Proprietary Medicines coming under the International Drug Conventions.*

The CHAIRMAN expressed regret that this list had not yet been printed.

M. RENBORG, Acting Director of the Opium Traffic Section, said that provision had been made in the 1939 budget estimates for printing the next edition of the list in question. The estimates had been approved by the Supervisory Commission, so that, if the budget were adopted by the Assembly, it would be possible to print the next edition of the list.

Dr. CHODZKO (Poland) pointed out that the Polish authorities would require some 400 copies of the list and enquired whether they would have to be paid for, and if so, at what price.

M. BOURGOIS (France) said that the French authorities would also require more than 400 copies. Could the Committee be told the approximate cost of printing, say, 10,000 copies?

M. RENBORG, Acting Director of the Opium Traffic Section, explained that, under the administrative rules of the Secretariat, if a Government required a large number of copies of a printed document it was asked to pay the extra printing costs involved, which were always less than the cost of the original edition. In this case, he believed that the price would work out at about 50 centimes per copy.

The CHAIRMAN drew attention to the observations made by the United States Government in the last paragraph but one of Chapter III of the report. Business firms apparently objected to the name of a proprietary product being changed when its composition or formula was altered.

Dr. CARRIÈRE (Switzerland) confirmed that the Sub-Committee of Experts set up to prepare the list of preparations coming under the Conventions had considered the objection raised by the United Kingdom and United States Governments. The Advisory Committee should not forget, in particular, that the transformation of a dangerous into a harmless drug or *vice versa* without any change in its name would render more complicated the control which had to be exercised under the Conventions. The Sub-Committee, which would meet again before the next session of the Advisory Committee, might be asked to reconsider the question.

M. DE MYTTENAERE, Assessor, asked the United Kingdom representative whether it was really impossible to change the name of a proprietary preparation when its composition was altered. If the old name were retained, it would be difficult for national authorities to decide whether the preparation should still be kept under control.

Dr. CHODZKO (Poland) agreed with the view expressed by M. de Myttenaere. Refusal to change the name of the preparation would certainly hamper the application of the International Drug Conventions.

IV. ILLICIT TRAFFIC AND MEASURES TAKEN AGAINST THIS TRAFFIC

(a) *Statistics regarding Exports and Imports of Acid Acetic Anhydride and Caffeine.*

In reply to a query by Colonel Sharman (Canada), M. RENBORG, Acting Director of the Opium Traffic Section, said that the special document on this subject would shortly be distributed.¹

V. SITUATION IN THE FAR EAST

The Committee decided to discuss this chapter of the progress report in connection with the corresponding item (No. VII) on the agenda.

VI. RATIFICATION OF INTERNATIONAL CONVENTIONS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS

(b) *1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs.*

The CHAIRMAN drew attention to the small number of ratifications deposited for this Convention (see sub-heading "Position of Ratifications").

M. DE CASTRO (Uruguay) announced that his Government had already taken steps to secure Parliamentary approval for the ratification of the 1936 Convention. The necessary notification would shortly be made.

¹ Document O.C.1593(c).

Colonel SHARMAN (Canada) reported that the Convention had already been laid before the Canadian Parliament and the necessary legislation enacted to enable effect to be given to the provisions of the Conventions.

M. BOURGOIS (France) said that the French authorities had prepared a draft law which would bring French legislation into conformity with the provisions of the 1936 Convention. Several delicate legal problems had arisen and had had to be settled in consultation with the Ministries concerned : hence the delay in ratification.

M. BAHRAMY (Iran) explained that the purpose of the Convention had not at first been clearly understood in Iran, but its ultimate ratification would encounter no difficulties as there was no manufacture of, or illicit traffic in, dangerous drugs in that country.

Dr. CHODZKO (Poland) said that, like the French authorities, the Polish authorities had had to revise previous legislation and were therefore not yet in a position to ratify the Convention.

Dr. CARRIÈRE (Switzerland) stated that the Swiss authorities hoped it would soon be possible to submit the new law on narcotic drugs to the Federal Parliament, which would have at the same time to take a decision concerning the ratification of the 1936 Convention.

M. BEELAERTS VAN BLOKLAND (Netherlands) stated that, as soon as the necessary amendments had been made in criminal and other laws in the Netherlands steps would be taken to ratify the 1936 Convention.

Dr. HOO Chi-tsai (China), as the representative of one of the first countries to ratify the Convention, trusted that the necessary number of ratifications and accessions would soon be obtained, thus enabling the 1936 Convention to be brought into force.

M. RENBORG, Acting Director of the Opium Traffic Section, reminded the Committee that the Secretariat was constantly endeavouring to secure further ratifications to the various Opium Conventions. To this end, it maintained contact with permanent delegates at Geneva and took advantage of journeys of Secretariat officials to their home countries to expedite the process of ratification.

The CHAIRMAN suggested that a reference be included in the Committee's report to the Council of the importance of securing a sufficient number of ratifications to ensure the entry into force of the 1936 Convention.

The Chairman's proposal was adopted.

VII. APPLICATION OF ARTICLE 10 OF THE GENEVA CONVENTION OF 1925 TO PREPARATIONS BASED ON INDIAN HEMP EXTRACT OR TINCTURE

Dr. CARRIÈRE (Switzerland) explained, in amplification of the information contained in this chapter of the report, that the Permanent Committee of the Office international d'Hygiène publique had decided to refer the various requests for exemption of certain preparations based on the tincture or extract of Indian hemp to the Sub-Committee it had appointed to examine various matters submitted to it under the procedure provided for in the Convention and that the aforesaid Sub-Committee of experts would also have before it the question of desomorphine.

VIII. CONVENTION OF 1931 FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS

Paracodine : Submission of a Protocol additional to the 1931 Convention.

Colonel SHARMAN (Canada) announced that the Canadian Government had, without waiting for the formal adoption of the additional protocol, brought paracodine under control in its new legislation.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the Secretariat had just received a communication from the United States authorities suggesting that the Protocol should be amended to cover, not only paracodine, but also the salts of paracodine.

Mr. FULLER (United States of America) said that the full text of the United States communication was as follows :

" The Secretary of State of the United States of America refers to Circular Letter 20.1938.XI, dated February 19th, 1938, from the Secretary-General of the League of Nations, in regard to a proposed additional protocol to the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, signed at Geneva, July 13th, 1931, designed to add paracodine to the list of drugs to which that Convention applies.

" It is understood that the printed draft supplementary protocol annexed to the circular letter under reference supersedes the draft annexed to League of Nations document O.C.1691, dated May 19th, 1937, which was approved by the Opium Advisory Committee at its twenty-second session.¹

¹ See Minutes of the Twenty-second Session of the Committee, pages 97 and 98.

"The appropriate American authorities, having studied the draft supplementary protocol in question, consider that it would be desirable to include the salts of paracodine, as well as the parent substance, in the list of drugs to be enumerated in Article 1, paragraph 2, group II, of the Convention of 1931. They observe that group II already includes the salts of methylmorphine and ethylmorphine as well as the respective parent substances.

"If paracodine alone were to be incorporated into group II by the proposed protocol, substances such as paracodine bitartaricum and paracodine hydrochloricum (both salts of paracodine), for instance, would not be covered by the Convention of 1931. It will be recalled that when the Hungarian Government raised the question in June 1933 it specifically enquired whether these salts of paracodine were covered by the Hague and Geneva Conventions.

"This Government would suggest, therefore, that Articles 1 and 2 of the draft supplementary protocol (Annex to Circular Letter 20.1938.XI) should be amended to substitute the term 'paracodine and its salts' for the word 'paracodine' where it appears in each article.

"Apart from the above observations, this Government finds the draft supplementary protocol annexed to Circular Letter 20.1938.XI acceptable."

M. DE MYTTENAERE, Assessor, supported the United States proposal to bring the salts of paracodine under the operation of the additional protocol.

Dr. CARRIÈRE (Switzerland) thought that the United States proposal was extremely logical, especially as it was mostly the salts of paracodine which were used for therapeutical purposes. The Sub-Committee of Experts, to which he had just referred, might also be asked to consider this question. For that purpose, however, it would be necessary to refer it to the Permanent Committee of the Office international d'Hygiène publique in accordance with the usual procedure.

(d) *Commentary on the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.*

The CHAIRMAN thanked the Secretariat for the very valuable work done in compiling the Commentary which had just been distributed.

Dr. CARRIÈRE (Switzerland) thought that a special exception to the rule of anonymity, as regards expressions of thanks, should be made in favour of a former member of the Opium Section, Mr. Duncan Hall, who was mainly responsible for preparing the Commentary, which was a remarkable document.

M. BOURGOIS (France) supported the remarks of the Swiss representative. Great credit was due to the Secretariat for the very thorough study which had been produced.

Dr. CHODZKO (Poland) associated himself with the tribute paid to the Secretariat and to Mr. Duncan Hall. He regretted that an equally good commentary was not available for the 1925 Convention.

Major COLES (United Kingdom) endorsed the tributes paid by previous speakers. The Commentary would be found most valuable by everyone responsible for the application of the 1931 Convention.

Dr. HOO CHI-tsai (China) associated himself with the previous speakers' remarks and asked whether the Advisory Committee would not consider having a similar commentary compiled for the 1936 Convention.

The CHAIRMAN asked the Acting Director to convey the Committee's thanks to his colleagues and to Mr. Duncan Hall and to give favourable consideration to the recommendations made by certain speakers regarding the preparation of other commentaries.

M. RENBORG, Acting Director of the Opium Traffic Section, expressed, on behalf of his colleagues and Mr. Duncan Hall, their deep appreciation of the tributes paid to their work. Mr. Duncan Hall had been responsible for the first draft of the Commentary and, since leaving the Section, had helped with the numerous revisions made. The Secretariat had also received very valuable assistance from Sir Malcolm Delevingne during his visits to Geneva.

The suggestions made to compile other similar commentaries would greatly add to the responsibilities of an already overburdened Section, but if their preparation were decided by the Advisory Committee, the Section would do its best to comply.

The CHAIRMAN said that no decision on this point would be taken for the moment.

IX. WORK OF THE SUPERVISORY BODY AND THE PERMANENT CENTRAL OPIUM BOARD

I. *Supervisory Body.*

M. BOURGOIS (France) drew attention to the excellent results which were now being obtained by the Supervisory Body set up under the 1931 Limitation Convention. That Convention had secured the largest number (64) of ratifications of any Convention concluded under the auspices of the League of Nations. For the 1938 Statement, the Supervisory Body had received estimates from no less than 63 countries and 104 territories and had only had to establish estimates itself for 10 countries and 2 territories which had not forwarded their own. These facts should be specially mentioned in the Advisory Committee's report to the Council, as they proved conclusively that only a body like the League of Nations could secure such close and effective contact with so many Governments and territories.

Dr. CHODZKO (Poland) seconded the proposal of the French representative.

M. RENBORG, Acting Director of the Opium Traffic Section, referring to the proposed alteration of the latest date of issue to Governments of the Annual Statement, pointed out that, since the progress report was compiled, the Union of South Africa had signed the *procès-verbal*. Of the remaining nine countries which had not yet signed, three were remotely situated in Central America and one in Asia.

The CHAIRMAN suggested that the countries which had not yet signed the *procès-verbal* should be asked whether they definitely objected to the proposed alteration.

Dr. CARRIÈRE (Switzerland) seconded the Chairman's proposal. The Supervisory Body required to know where it stood in this matter, as the present situation seriously complicated the preparation of the annual statement.

X. OLD CIRCULAR LETTERS IN RESPECT OF WHICH NEW REPLIES HAVE BEEN RECEIVED SINCE THE COMMITTEE'S LAST SESSION

(a) *Passports of Traffickers.*

Dr. CHODZKO (Poland) drew the Committee's attention to document O.C.1725 containing two resolutions (Nos. 9 and 13), adopted by the International Criminal Police Commission on the recommendations of Dr. Schultz and M. Manuiloff respectively. The first dealt with the precautions to be taken when issuing passports to persons who had committed or were suspected of the intention to commit offences, and the second recommended that foreign police authorities should be notified of the movements of illicit traffickers. These resolutions, he considered, merited the attention of the Advisory Committee.

The Committee took note of the Polish representative's observations.

XI. QUESTIONS RELATING TO PREPARED OPIUM

(b) *Information regarding the Manufacture and Consumption of Prepared Opium in Peru.*

Colonel SHARMAN (Canada) noted that the request for information had been sent to the Peruvian Government only on February 2nd last, though the decision to take this action had been adopted in June 1937.¹ It was not astonishing that no reply had yet been received.

M. RENBORG, Acting Director of the Opium Traffic Section, regretted the delay, which was due partly to the pressure of work for the Preparatory Committee on Opium Poppy Cultivation and partly to the necessity of making a complete survey of all the information on hand before writing to the Peruvian authorities. The Committee would note from the last paragraph of this chapter of the report that M. Ekstrand was expected to bring back the desired information.

Colonel SHARMAN (Canada) pointed out that the original intention was to have the information available for the discussions of the Preparatory Committee, which would not be able to await the Director's return from South America.

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that the concluding paragraph should be amended to read: "There has not yet been time for the Secretariat to receive any reply to this communication."

M. Renborg's proposal was adopted.

¹ See the Report of the Committee to the Council on the Work of its Twenty-second Session, page 18. (See *Official Journal*, December 1937, page 1118.)

XII. MISSIONS CARRIED OUT BY MEMBERS OF THE SECRETARIAT

M. Renborg's Mission to Stockholm, Oslo, Copenhagen and Helsinki.

Dr. CHODZKO (Poland), as a medical man, failed to understand why "climatic conditions" rendered the use of such narcotics as heroin so common in Finland.

Dr. HOO CHI-tsai (China) asked for an explanation of the large sales of narcotic preparations that took place in Sweden without the production of a medical prescription.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the words "narcotic drugs" at the end of this paragraph should be corrected to read "opium". He would give a detailed reply to both queries at the afternoon meeting.

The continuation of the discussion was adjourned to the next meeting.

THIRD MEETING (PRIVATE, THEN PUBLIC)

Held on Wednesday, June 8th, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : The Members of the Committee and the assessor, with the exceptions of the representatives of Peru, Uruguay and Yugoslavia.

1261. Examination of the Progress Report by the Secretary (continuation).

XII. MISSIONS CARRIED OUT BY MEMBERS OF THE SECRETARIAT (continuation)

(c) *M. Renborg's Mission to Stockholm, Oslo, Copenhagen and Helsinki* (continuation).

The Committee decided that the Minutes of this discussion should not be printed.

(The Committee went into public session.)

1262. Examination of the Progress Report by the Secretary (continuation).

XII. MISSIONS CARRIED OUT BY MEMBERS OF THE SECRETARIAT (continuation)

(c) *M. Renborg's Mission to Stockholm, Oslo, Copenhagen and Helsinki* (continuation).

M. RENBORG, Acting Director of the Opium Traffic Section, replied to the questions raised at the previous meeting.

The representative of Poland had commented on the statement in the progress report concerning the reasons for the high consumption of narcotic drugs in the Nordic countries. M. Renborg stated that he had been assured in all the four countries concerned—Denmark, Finland, Norway and Sweden—that the relatively high consumption in those countries was due to perfectly valid reasons—namely, the generally high standard of living of the populations, the development of the medical services, the extent to which free medical service was available, the extent of sickness insurance, and, finally, the frequency of illnesses, especially those of the respiratory organs, which were due to climatic conditions. In all the four countries, he had been assured, both by the heads of the competent administrations and by others, that there was no reason to conclude that there existed any illicit traffic or any abuse of drugs which might account for their relatively high consumption. In fact, although sporadic cases of drug addiction existed, it did not represent a problem in those countries.

As regards more particularly the high consumption of heroin in Finland, the explanation furnished by the competent authorities was the frequency of respiratory illnesses, including pulmonary tuberculosis. It was said that the general incidence of tuberculosis in Finland was four times as high as in Denmark and twice as high as in Sweden.

The representative of China had referred to the statement in the progress report concerning the extensive use in Sweden, without medical prescription, of preparations containing opium. The competent Swedish authorities had stated that the reason was the extensive employment of certain opium preparations for internal and external use. Those preparations, which did not fall under the International Opium Conventions and which therefore could be sold without prescription, accounted for approximately 60% of the total consumption of medicinal opium in Sweden.

The progress report by the Secretary was adopted, subject to the above observations.

1263. Consideration of the Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1936.

I. ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1936
(document O.C.1723)

I. COUNTRIES OR TERRITORIES WHICH HAVE SENT OR HAVE NOT SENT THEIR ANNUAL REPORTS

M. RENBORG, Acting Director of the Opium Traffic Section, said that the table of statistics must be amended by reference to annual reports received since the printing of the document in proof.

II. ANNUAL REPORTS RELATING TO RAW OPIUM AND OTHER DANGEROUS DRUGS

M. RENBORG, Acting Director of the Opium Traffic Section, said that the Secretariat had thought it desirable to insert in the study (page 6) the two following paragraphs :

“ Some Governments repeated or supplemented this information in their reports for 1935, and some Governments have repeated it once again in their reports for 1936. The question arises whether Governments should make a practice of repeating identical information from year to year or whether they should confine themselves to recording changes in their administration or drawing attention to points of special interest and importance. Of the reports for 1936, twenty were throughout identical in terms with the reports for the previous year ; other reports contained precisely the same information conveyed in slightly different terms ; in some reports, whole sections were identical or were a paraphrase of information previously conveyed.

“ Governments may wish to consider whether in preparing their reports they might not with advantage, in cases where identical information has been previously conveyed in identical terms, omit the passages in question and insert a reference to the report in which they last occurred. The disadvantages of such a system would be that persons requiring to ascertain the position in a certain country might find themselves referred back from one year to another in search of the data required.”

Governments were tending more and more to furnish full reports and the Committee, he understood, was satisfied, on the whole, with the form in which they were presented. Did the Committee wish the two paragraphs in question to be maintained in the final text that would be sent to Governments ?

Major COLES (United Kingdom) said that the United Kingdom and British colonies were probably the worst “ offenders ”. They reproduced statements of their laws year after year, but would be happy to discontinue the practice if the Committee no longer desired it.

Mr. FULLER (United States of America) stated that the United States Government had found it convenient to have each report complete in itself, especially for the British colonies, as it obviated the necessity of referring back to previous documents. Referring to the paragraph (page 6) : “ Reports covering the following territories which contained no information or statements of a purely negative character have not been printed, etc. ”, he asked whether those reports would be circulated in roneo or not at all.

M. RENBORG, Acting Director of the Opium Traffic Section, said that all reports circulated were printed, not roneoed. The reports referred to by the United States representative contained no information, but read “ Nil ” or indicated no change.

Mr. NIND (India) thought that the question raised should not arise at all, as the form of the annual report was definitely laid down : it was intended to be a reply to certain questions concerning the titles and dates of all new laws and regulations, etc. To furnish particulars of old laws and regulations was not a proper reply. The answer to the question : Does Indian hemp grow wild in this country ?—for example—would presumably be the same each year.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the point raised in the two paragraphs to which he had referred would not have arisen if Governments had been replying to definite queries. They had been asked, however, when the form of annual report was decided on in 1934, to give in the reports for the past year a general survey of the situation in their country.

Mr. FULLER (United States of America) said that it was significant and important to know even that a country's answer was “ Nil ”.

The CHAIRMAN suggested that reports containing no information or information of a purely negative character might be collected in a single document. For countries where the mother tongue was not English or French, it was easier simply to reprint the information given in previous reports. He was in favour of deleting the two paragraphs under discussion.

The Committee decided to delete the two paragraphs quoted by M. Renborg.

A. General.

I. *Laws and Publications.*

1. *Countries or Territories in which New Laws or Regulations of a General or Comprehensive Character were put into Force :*

Argentine.

Dr. CHODZKO (Poland) asked whether Law No. 3696 instituting a State monopoly over narcotic drugs had been extended to provinces other than Cordoba.

M. RENBORG, Acting Director of the Opium Traffic Section, said he would enquire. The Secretariat could, if necessary, write to the Government of the Argentine Republic. The text of Law No. 3696 was reproduced in document C.78.M.33.1938.XI as Annex I to the annual report of the Argentine Republic for 1936.

Shanghai Municipal Council.

Dr. Hoo Chi-tsai (China) referred the Committee to the Chinese Government's report for 1936, which showed that the introduction of heavier penalties had been instrumental in reducing illicit traffic in the International Settlement of Shanghai.

Japan.

Dr. Hoo Chi-tsai (China) noted that the maximum penalties under the new Japanese ordinances were penal servitude for three months or a fine of 100 yen. The Japanese Government had declared that it could not increase the penalties. But from the Japanese Government's report it appeared that the Taiwan (Formosa) Government General Ordinance No. 5, promulgated on December 5th, 1936, provided for a penalty not exceeding imprisonment for five years and a fine not exceeding 5,000 yen (document C.550.M.387.1937.XI, page 27). What was the explanation of the difference between the penalties applicable in Formosa and those applicable in other Japanese territories, or to Japanese nationals in China?

M. AMAU (Japan) said that the penalties usually differed according to the conditions of the peoples and localities. M. Yokoyama had given full explanations on the subject at the Committee's last session.¹

M. RENBORG, Acting Director of the Opium Traffic Section, referring to the paragraph (page 8) : "The Regulations for the Control of Narcotic Drugs in 'Manchukuo' are identical with those governing the control of narcotic drugs in China", asked for the addition of the words "in respect of Japanese nationals" at the end of the paragraph.

The Committee agreed to modify the text in question as indicated.

M. AMAU (Japan) observed that Japan had abolished her extra-territorial rights in "Manchukuo" in 1937.

2. *Countries and Territories which have drawn Attention to Changes made in their Laws and Regulations supplementing the Control already existing :*

Bulgaria.

Dr. CHODZKO (Poland) thought that the Bulgarian Government was to be congratulated on its Ordinance of January 11th, 1936, by which the local health authorities were asked to exercise special vigilance during their inspection of workshops, factories and other establishments, in order to ascertain whether they were engaged in the preparation or manufacture of narcotic drugs, the same instructions being issued to the inspectors of the Department of Labour. That example might well be followed by other Governments.

India.

Mr. NIND (India) explained that "hill opium" meant opium cultivated in States in the hills north of the Punjab, as opposed to the Punjab itself.

Iran.

M. BAHRAMY (Iran) referred to the promulgation in Iran of regulations—which he had also notified to the International Labour Office—to limit the use of opium among workers in factories.

M. RENBORG, Acting Director of the Opium Traffic Section, said that there was a reference to the subject in the progress report.

¹ See Minutes of the Twenty-second Session, page 29.

3. *Countries or Territories reporting that Drafts of New Laws or Regulations were in course of Study or that Preparations were being made to enact New Laws dealing with Drugs :*

Czechoslovakia.

M. SVOBODA (Czechoslovakia) stated that the new law in application of the International Conventions of 1912, 1925 and 1931 had been in force since March 19th, 1938.

II. *Administration.*

Dr. CHODZKO (Poland) said that the création of the administrative machinery provided for under Article 15 of the 1931 Convention met with difficulties in many countries. The Committee would, he thought, be grateful if the Secretariat could supply a list (not a report) of countries which had, and countries which had not, set up a central authority for the specific purposes mentioned.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the information on the subject furnished by Governments in the annual reports was available. The Secretariat had not yet made a study of how far the article in question had been applied in the different countries ; it could certainly do so if desired.

Governments having conveyed New Information or drawn Attention to Changes in their Administrative Arrangements :

Angola.

The CHAIRMAN commented on the statement (page 11) : " The Government of Angola represents that it is impossible to furnish the Permanent Central Opium Board within the four weeks following the end of each quarter with the statistics required under the Convention of 1925. Admittedly this requirement is one which only European countries can fulfil." He asked whether the last sentence was taken from the Government of Angola's reply.

M. RENBORG, Acting Director of the Opium Traffic Section, said that it was reproduced from the text of that reply.

The CHAIRMAN said that there appeared to be no reason why it should be easier for European countries to fulfil the requirement than for other countries.

M. FERNANDES (Portugal) thought that there was some misunderstanding. The Government of Angola did not mean that the statistics could not be sent, but rather that they would not arrive in Geneva within the four weeks following the end of each quarter.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the French Government had made a similar reservation concerning its colonies, protectorates and mandated territories in connection with the 1925 and 1931 Conventions.

China.

M. AMAU (Japan) said that the question of the Japanese Concession at Hankow had been discussed in the Sub-Committee on Seizures and that there was no need for him to revert to it on the present occasion.

Dr. Hoo Chi-tsai (China) said that the Analytical Study (page 11) reproduced the opinion of the Chinese Government, as expressed in its annual report (document C.76.M.31.1938.XI). The final paragraph might even be supplemented by adding a reference to the Japanese Concession at Tientsin.

British Guiana.

The CHAIRMAN commented on the difference in the French and English texts : "*administration spéciale*", "separate administration" (page 12).

Governments having given Specific Information in regard to Addiction :

United States of America.

Mr. FULLER (United States of America) said that the first sentence of the last paragraph should be amended to read : ". . . the close relation between drug addiction and violations of the criminal law . . ." (page 13). The information given in the Analytical Study had been taken from the annual report for 1936. The United States Government had recently made a further survey of addiction which showed encouraging results. He read the following paragraphs from a memorandum on drug addiction already forwarded to the Secretariat :

" It is believed that there has been a substantial reduction in the total number of narcotic drug addicts in the United States since the time an attempt was made about ten or twelve years ago to make a nation-wide survey for the purpose of arriving at an estimate. The estimate then made was that there was one drug addict to approximately 1,000 of the national population.

"Currently, another survey is being attempted by a method of enquiring in some fifteen States, selected in a manner to provide indices of geographical distribution of addicts throughout the country. The enquiry within these States has been of a nature much more specific than the previous enquiry. For instance, the names of the addicts were obtained, not only from the records of the various field offices of the Bureau of Narcotics, but were also obtained from State and city police, including robbery and pickpocket details of the local police, department store detectives, hospitals, sanatoria and other sources. This survey is considered the most complete, within the States covered, that has so far been conducted in an effort to arrive at a fair estimate of the numbers of the non-medical addict population. The figures have been carefully checked and are believed to be about as accurate as can be obtained.

"Of the six States from which complete returns in the survey thus far have been received—*i.e.*, Connecticut, Delaware, Michigan, Kentucky, North Carolina and Utah—an estimated average of two drug addicts per 10,000 of the population is indicated. Perhaps this cannot be assumed to be the representative ratio as to the entire population, but it is encouraging as showing a trend toward a substantial decrease in the addict population heretofore estimated generally by the ratio of one per 1,000 of the national population."

Mr. Fuller added that, shortly afterwards, further reports had come in and that the figures indicated a ratio of from 2 to 3 addicts in 10,000 of the population. The conclusion drawn, which was tentative in character, indicated that there were about 35,000, and certainly not more than 50,000, non-medical addicts in the country. A further point was that the addicts coming up for treatment showed a lighter form of addiction than had previously been found. Details of that particular feature would be found in the documentation forwarded to the Secretariat.

The CHAIRMAN said that the United States authorities were to be congratulated on the results obtained.

Dr. CHODZKO (Poland) added the Polish Government's congratulations to the United States Government. It was clear that the United States Bureau of Narcotics had made a great effort to combat the drug evil. He enquired whether the number of medical addicts was great or small?

Mr. FULLER (United States of America) said that the figure of "one addict known to the authorities in every 1,000 of the population" referred to individuals who sniffed cocaine, injected morphine or took heroin for their pleasure or satisfaction. There was, in addition, a category of individuals, such as cancer patients, consciously made addicts by their doctors, whose action was considered justified in an attempt to prolong life and ease suffering.

Dr. CHODZKO (Poland) asked that the French text of the passage relating to non-medical addicts might be amended in the light of the United States representative's remarks.

Canada.

Colonel SHARMAN (Canada) thought that the Committee might be interested to have some figures relating to Canada. Ten years ago there had been 8,000 non-medical addicts in Canada. To-day, there were approximately 4,000. The Canadian Government's definition of the term "non-medical addict" was the same as that given by the United States representative. In addition, ten years ago, there had been 2,100 persons who were legally supplied with narcotics in connection with medical conditions such as cancer, etc.; that figure had remained constant and was likely to continue to do so.

Hong-Kong.

Colonel SHARMAN (Canada) commented on the passage (page 14): "Addiction to heroin pills, manufactured locally on a large scale, increased rapidly in the early part of 1936. . . . Legislation was under consideration to prohibit pill-divans similar to that which had been enacted against opium-divans." Could the United Kingdom representative say whether that increased addiction had continued and whether the legislation under consideration had been enacted?

Major COLES (United Kingdom) said that he could not say whether the legislation had come into force; if not, it was about to do so. He had not the Act before him. As regards the question whether the increased addiction to heroin pills had continued, the answer was in the affirmative.

Dr. Hoo Chi-tsai (China), referring to the final sentence in the paragraph under consideration, asked whether it might be assumed that, before the enactment of the new legislation, pill-divans were not prohibited.

Major COLES (United Kingdom) replied in the affirmative. Previous to the new legislation, the authorities had had no power to prevent pill-divans; the law before that date had dealt with opium-divans only.

Japan.

Colonel SHARMAN (Canada) commented on the passage (page 14) : " During the year October 1st, 1935, to September 30th, 1936, the clinic treated 750 patients, of whom 731 were fully cured ". It appeared from the context that morphine, heroin and pantopon addicts were more particularly concerned. To establish a " cure " in the space of two weeks was amazing. Possibly " withdrawal " was intended.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the text of the Japanese Government's report gave the average time as 11.08 days (document C.550.M.387. 1937.XI, page 2).

Dr. CHODZKO (Poland) said that M. Yokoyama had referred, at the previous session, to a really effective drug for the cure of addiction.¹ The composition of that drug was secret. He, like the representative of Canada, would be interested to have particulars of a method which was capable of effecting a cure in the space of two weeks.

Dr. CARRIÈRE (Switzerland) said that he had been somewhat astonished to hear that addiction could be cured in less than two weeks. It would be interesting to know how long the cure thus obtained lasted and what proportion of addicts reverted to the habit.

Colonel SHARMAN (Canada) said that a characteristic feature of heroin addiction was the return to addiction after withdrawal.

M. AMAU (Japan) said that, on consulting the Japanese text, he found that the word used meant " entirely cured ". The question arose whether a patient who appeared to be fully cured might not have to return to hospital at some later date. He had not available now full information concerning the remedy mentioned by M. Yokoyama, but would refer the matter if necessary to his Government, together with any other questions that the Committee might wish to ask.

M. BOURGOIS (France) thought that the passage in question should be interpreted as meaning that the period during which the drug was withheld was two weeks.

Colonel SHARMAN (Canada) was in favour of the expression " completely withdrawn ".

Major COLES (United Kingdom) directed the Committee's attention to the findings of the report of the Committee on morphine and heroin addiction presided over by Sir H. Rolleston, from which it appeared that addiction could not be regarded as completely cured until there had been a period of from one and a half to two years without relapse.

Colonel SHARMAN (Canada) said that, during the last six months, the Canadian authorities had had under consideration the case of a professional man who, after thirty-two months of complete abstinence, had reverted again.

M. BOURGOIS (France) suggested that the passage must be interpreted as meaning that after the drug had been withheld for two weeks no pathological symptoms had been observed.

Dr. CARRIÈRE (Switzerland) said that, even so, he did not see how a complete cure could have been effected in so short a time. If that were the case, great progress had evidently been made. The Committee would no doubt be glad to have fuller information.

M. AMAU (Japan) said that there were clearly differences of opinion as to the time necessary to effect a withdrawal. He would be glad to place at the Committee's disposal any further information he could obtain.

Palestine.

Dr. CHODZKO (Poland) commented on the passage (page 14) : " The most common drug of addiction was hashish, but the addicts were few in number ". The previous report had mentioned 7,000 drug offences, mainly in connection with hashish. That figure had seemed to him very high at the time. What was the explanation ?

M. RENBORG, Acting Director of the Opium Traffic Section, said that the figure referred to by the representative of Poland had been incorrectly quoted from the annual report for Palestine for 1935. The correct figure was 1 in 7,000 of the native population.

Czechoslovakia.

Dr. CHODZKO (Poland) asked whether the Czechoslovak representative could give any further explanations concerning " the extension of addiction in the country " (page 14).

M. SVOBODA (Czechoslovakia) said that an article had appeared in the *Evening News* stating that the figures given in the Czechoslovak annual reports were not in accordance with

¹ See Minutes of the Twenty-second Session of the Committee, page 50.

the facts established by that paper. The difference appeared to be due to a mathematical error. The Czechoslovak Government had noted in its annual reports that there was a tendency for traffic and addiction to increase, and a new law, which had come into force in 1938, laid down stricter penalties for offences in connection with drugs. The *Evening News* had referred more particularly to the figures for 1935, 1936 and 1937 as being incorrect. The mistake arose out of a request for information by a member of the Czechoslovak Parliament, in response to which the Prague Central Criminal Bureau had supplied figures which were merely approximate, having been calculated on the basis that every person selling drugs sold to ten customers. That was not the case. The facts as stated in the 1936 report were correct (document C.512.M.353.1937.XI).

Tunis.

Mr. FULLER (United States of America) referred to the valuable information given to the Committee the previous year¹ on the situation in Tunis by M. Bourgois, who had spoken of the sudden increase in addiction and the success of the efforts to control it. Dr. Bouquet, who, he understood, had prepared the report on Tunis, would be in Geneva during the present session, and he trusted that the Committee might have an opportunity of consulting him as to the possible connection between addiction to cannabis and addiction to other drugs.

M. BOURGOIS (France) said he himself did not propose to speak on the subject for the moment. Dr. Bouquet had collected full documentary information on the question.

M. RENBORG, Acting Director of the Opium Traffic Section, said that a letter had been received from Dr. Bouquet stating that he would be in Geneva on June 14th.

Bulgaria.

Dr. KARADJOFF (Bulgaria) said that, following on the Council's resolution of September 19th, 1936,² the Bulgarian Government had promulgated an ordinance with a view to ensuring the collaboration of the local authorities and of medical practitioners with the Government, as regards the registration of drug addicts and the classification of information concerning them. He would communicate a French translation of the text of the ordinance.

The continuation of the discussion was adjourned to the next meeting.

FOURTH MEETING (PUBLIC)

Held on Thursday, June 9th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Iran and Peru.

1264. Consideration of the Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1936 (continuation).

I. ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1936 (continuation) (document O.C.1723)

II. ANNUAL REPORTS RELATING TO RAW OPIUM AND OTHER DANGEROUS DRUGS (continuation)

A. General (continuation).

I. Laws and Publications (continuation).

1. Countries or Territories in which New Laws or Regulations of a General or Comprehensive Character were put into Force (continuation).

Argentine (continuation).

M. RENBORG, Acting Director of the Opium Traffic Section, in reply to the question asked by the Polish representative at the previous meeting,³ said that there was no information in the Secretariat's possession indicating whether the State monopoly in narcotic drugs extended to other provinces in the Argentine Republic than the province of Cordoba. He could, however, add that, in February last, a new Law had been enacted, introducing complete control over

¹ See Minutes of the Twenty-second Session of the Commission, page 28.

² See *Official Journal*, November 1936, page 1148.

³ See page 18.

transactions in narcotic drugs in the Argentine. The forty-eight articles of this Law were divided into seven chapters dealing with definitions of the narcotic drugs concerned, estimates, foreign trade, manufacture, domestic trade, heroin (exports and re-exports of heroin were prohibited, but the drug could be imported under a special permit issued by the Health Committee) and distribution of drugs through pharmacies.

Dr. CHODZKO (Poland) thanked the Secretariat for the information supplied.

III. *Control of International Trade.*

Angola.

The CHAIRMAN, referring to the statement (page 15) that Angola received narcotic drugs which were not accompanied by import certificates, pointed out that there was no obligation on exporters to supply such certificates.

Belgium.

Mr. FULLER (United States of America) presumed that the failure of the Philippines authorities to return export authorisations was due to the fact that that territory's administration had been completely reorganised in 1936. He would look into the matter in Washington.

Mr. NIND (India) also undertook to raise with the British India authorities the question of returning export authorisations.

United Kingdom.

Major COLES (United Kingdom) said that the difficulties referred to in the analytical study (page 15) were gradually disappearing; certificates were now being issued more frequently in one of the official League languages and duplicate import certificates were also being supplied more promptly.

Canada.

Colonel SHARMAN (Canada) referred the Committee to his statement made at the previous session¹ to the effect that the export of codeine tablets from the United Kingdom to Canada had now been satisfactorily regulated.

Arising out of the incident with a consignment of codeine imported from France described in the next paragraph (page 15), arrangements had now been made to limit bonding privileges on such goods to the term of validity of the import certificate.

China.

Dr. HOO CHI-tsai (China) requested the insertion, after the words "milk sugar" (page 15) of the words "acid acetic anhydride".

Dr. CARRIÈRE (Switzerland) had recently learned from the Federal Public Health Department that import certificates for China would once again be issued by the Customs authorities, with the approval of the respective consular authorities. He would be glad to know whether that information was still correct and whether the Chinese Government had formally discontinued the issue of import certificates.

Dr. HOO CHI-tsai (China) said that the Chinese Central Government was still issuing import certificates in the same form as that notified two years previously to the League of Nations and to the signatories of the Opium Conventions, but the issuing department was now under the authority of the Ministry for the Interior. He believed that, as a result of the present situation in China, certain port authorities had temporarily resumed the issue of import certificates on their own responsibility and, as would be seen from the Japanese annual report for 1936, the Japanese consular authorities insisted on their right to issue such certificates for the importation of drugs from Japan. Those temporary arrangements, however, were not sanctioned by the Chinese Central Government.

Norway.

M. RENBORG, Acting Director of the Opium Traffic Section, drew attention in that connection to document O.C.1699(a), giving a description of the system adopted by the United Kingdom authorities for the supply of narcotic drugs from the United Kingdom to British vessels lying in foreign ports. The Secretariat would be glad to have the Advisory Committee's permission to draw the Norwegian authorities' attention to the satisfactory operation of that system, and to suggest its adoption in the case of Norwegian shipping.

On the Chairman's suggestion, *the action proposed by the Secretariat was approved.*

¹ See Minutes of the Twenty-second Session of the Committee, page 15.

B. Raw Materials.

VII. Raw Opium.

Chile.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that, according to a letter received from M. Ekstrand, Chile had produced some 50 kilogrammes of raw opium in 1937 also.

China.

M. AMAU (Japan) noted from paragraph 2 (page 18) that six Chinese provinces had produced a total of 1,611,698 kilogrammes of opium. A reference, however, to paragraph 2(a) on page 11 of the annual report for China for 1936 (document C.76.M.31.1938.XI) would show that the total amount of opium produced in four of the said provinces was 2,030,697 kilogrammes. A different figure still was given on page 5 of document O.C./Confidential/18(2), where the production of the same six provinces was returned by the Secretariat at 1,923,723 kilogrammes. Could those discrepancies be explained?

M. RENBORG, Acting Director of the Opium Traffic Section, drew the Japanese representative's attention to the erratum of April 7th, 1938, which corrected the figure on page 11 of the Chinese annual report to 1,611,698 kilogrammes, as stated in the analytical study. The discrepancy between the latter figure and the third figure quoted by the Japanese representative was due to the different and more correct co-efficient used by the Secretariat for converting Chinese ounces into kilogrammes.

Mr. FULLER (United States of America) trusted that the Committee would realise that all the figures given in the Chinese annual report or elsewhere were merely estimates of the 1935/36 opium crop, and differed very widely from the estimates made and still fully maintained by the United States authorities as being more correct.

M. AMAU (Japan) said that, according to the Chinese report, no returns were available for the area under poppies, including the Szechuan province, and that the number of licences issued for the cultivation of the poppy was not known. How then could estimates of the production of raw opium be calculated? Were they based on the amount purchased by the Government or on notifications made by the growers? Whatever the method adopted, the estimates must be inaccurate.

Dr. Hoo Chi-tsai (China) pointed out that the area under poppies in the province of Szechuan was stated in Table 25 on page 21 of the Chinese annual report for 1936. Yunnan was the only province for which no returns were available, but the total production of that province in 1936 could safely be taken as less than the figures for 1935. The production in the districts bordering on Indo-China, which were inhabited by extremely unruly tribes, was offset by the decreased output of the other districts of the same province.

The estimates were calculated on the basis of reports received from the various provincial authorities, which, in turn, were based on the licences issued to poppy-growers. As those licences constituted a source of taxation, the provincial authorities had every interest in strictly controlling the area under the opium poppy. Some illicit cultivation was, of course, inevitable in a country so large as China.

M. BOURGOIS (France) confirmed that, according to reports from the French authorities in Indo-China, it was a matter of extreme difficulty to control the semi-savage inhabitants of the high plateau between Indo-China and Yunnan.

M. AMAU (Japan) drew attention further to the statement in paragraph 5 of the annual report of China for 1936 (page 11) that, in 1936, there were 48 persons authorised to purchase opium from producers, 171 persons engaged in wholesale trade and 2,156 persons in retail trade. To judge, however, from Table 21 on page 20 of the same report, the 48 holders of purchasing licences came from *all* the provinces of China, whereas according to Table 23 (page 21) the 171 wholesale traders were distributed among nine provinces and municipalities, and Table 24 on the same page listed 2,156 retailers in ten provinces and municipalities.

In view of these discrepancies, was it possible to distinguish the three categories of traders in question? He particularly doubted the accuracy of the figure of 48 for holders of opium-purchasing licences. When the Japanese forces occupied Kalgan, documents were seized giving particulars of the production, consumption and distribution of opium, and the repartition of opium revenues; these documents showed that in Kalgan alone in 1936 there were forty persons who were buyers, producers or wholesalers, in addition to eighteen wholesale or retail traders. Similarly, in Shanghai, the Japanese authorities had found evidence that the opium trade in the Yangtse valley, was monopolised by some twelve individuals and that a leading Chinese general had been executed for complicity in the purchase of opium from producers.

Dr. Hoo Chi-tsai (China) explained that, in 1936, the Chinese authorities had not yet succeeded in strictly controlling opium production; Table 21 of the annual report for 1936 did not therefore give particulars of the provinces over which the forty-eight holders of purchasing licences were distributed. Kalgan was not included in the tables, as it was situated in North China, where Japanese influence was predominant and where wholesale dealers in opium were therefore numerous.

The Chinese general referred to by the Japanese representative was the same general who had very strictly suppressed the abuse of narcotic drugs in the province of Shantung. The reasons alleged in the Press for his execution were not the real official reasons.

M. AMAU (Japan) pointed out that Kalgan was not under Japanese influence in 1936. He had documentary evidence, which was at the Committee's disposal, showing that the revenue from sales of opium was divided among generals noted for their anti-Japanese sentiments, more particularly the "Christian" General.

Dr. Hoo Chi-tsai (China) repeated that the figures for Kalgan were not included in the tables on pages 20 and 21 of the Chinese annual report for 1936. If Kalgan were not actually occupied by the Japanese in 1936, it was certainly in a special situation, due to the proximity of Jehol, which made strict control by the Chinese authorities impossible.

M. AMAU (Japan) concluded that the figures in the Chinese annual report required to be closely verified.

Turkey.

M. BERKIN (Turkey) reported that, when the new legislation now before Parliament came into effect, the Turkish authorities would be able to supply the necessary information regarding areas under poppy cultivation and the application of the licensing system (page 19).

C. Manufactured Drugs.

X. Internal Control of Manufactured Drugs.

Hungary.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the last sentence in paragraph 2 of this summary (page 21) had been added by the Secretariat. The Committee would see from a letter received from the Hungarian representative in Geneva (document O.C.1727) that, the amount of heroin imported at the beginning of 1936 having proved insufficient, the "Alkaloida" factory had been authorised to manufacture sufficient heroin to bring supplies up to the amount estimated.

The Committee would have to decide whether, in view of that explanation, the concluding sentence of the summary should be deleted.

The CHAIRMAN proposed that the question be reserved until the subject of heroin came up for special discussion.

The Chairman's proposal was adopted.

Dr. CARRIÈRE (Switzerland) believed that the hydrolaudin referred to in the first paragraph of the summary relating to Hungary (page 21) was not a substitute for eucodal but eucodal itself, under a different name.

Czechoslovakia.

M. SVOBODA (Czechoslovakia) pointed out that, under the provisions of the new Law of 1938, special licences were now required in Czechoslovakia for the production of and trade in narcotic drugs.

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that the necessary correction should be made in this summary.

M. Renborg's proposal was adopted.

III. SPECIAL ANNUAL REPORTS CONCERNING PREPARED OPIUM

IV. Other Information.

1. Treatment and After-care of Addicts.

Dr. CARRIÈRE (Switzerland) recalled that doubts had been expressed regarding the efficacy of treatment by auto-sero-therapy. Did the Kedah report give any details concerning the results of such treatment (page 26)?

M. RENBORG, Acting Director of the Opium Traffic Section, replied that, according to the report (document C.474(a).M.316(a).1937.XI, page 24), the number of addicts who had received treatment had increased, as regards the whole of Kedah, from 193 in 1935 to 316 in 1936. The latter figure was made up as follows : 32 addicts had received treatment in North Kedah, 138 in Central Kedah and 146 in South Kedah.

Quoting from the report, M. Renborg added that auto-sero-therapy (hypodermic re-injection of patient's own vesicatory serum) was the method of treatment in Central and South Kedah, while the method adopted in North Kedah was by hyoscine injections. The mental impressions and the psychological effect on the patient were held by all medical officers to be the main factors in the treatment.

After-care had been impossible in most cases, owing to the failure of the patients to come up for inspection after discharge from hospital. This fact made the statement *re* permanency of cure of very doubtful value.

Major COLES (United Kingdom) said that there was one doctor in England who practised auto-sero-therapy by Dr. Modino's method. Opportunities for applying this treatment were not very frequent in England, but, when tried, the method had proved fairly successful.

M. DE MYTTENAERE, Assessor, reported that, in Belgium, experiments had been made with the auto-sero-therapeutic method on a drug addict, a medical man, who was himself extremely anxious to be cured. The treatment was not successful. It was possible that the success of the treatment depended on whether it was applied while the addict was still under the full effect of the drug or during the process of disintoxication.

Colonel SHARMAN (Canada) referred his colleagues to the special drug addiction studies made by members of the United States Medical Service which listed both the auto-sero-therapeutic and hyoscine injection methods under the heading "All useless and some dangerous".

RUSSELL Pasha (Egypt) suggested that it would be interesting to study the different effects of narcotic drugs and anti-drug treatments on different races. In the United States, for instance, cannabis addiction seemed to lead to crimes of an extremely revolting and violent character, whereas in Egypt, where it was a long-engrained habit, no such excesses ensued.

Dr. CARRILRE (Switzerland) noted the divergent views expressed on the value of auto-sero-therapeutic treatment. The question seemed to merit further investigation.

M. RENBORG, Acting Director of the Opium Traffic Section, recalled that, in 1931 or 1932, the Health Section had collected a certain number of reports prepared by experts on the various methods of treating drug addiction. It was now proposed to re-open the study of this question. The results of the investigations made would be duly submitted to the Health Committee and communicated to the Opium Advisory Committee also.

In reply to a query by the French representative, M. Renborg confirmed that the Secretariat was at present compiling a list of the documentation on this subject.

2. *Classes of the Population from which Opium-smokers are drawn.*

Dr. Hoo Chi-tsai (China) drew attention in this connection to the 1936 report on Prepared Opium submitted by the Governments of the Straits Settlements, Federated Malay States, etc. (document C.474(a).M.316(a).1937.XI). The introduction to this report stated that there was no propaganda specially organised for combating the use of prepared opium amongst young people and that the Government was not directly interested in any private organisation engaged in activities to combat the use of prepared opium.

The Committee would perhaps be interested to learn that the Chinese community in Singapore had organised an Anti-Opium Society which was conducting a propaganda campaign against opium-smoking and was maintaining a nursing home for the treatment of addicts. He proposed to deposit with the Secretariat a report on the activities of this Society.

Dr. Hoo noted further, from the report concerning the Straits Settlements, that out of a total of 64,000 licensed smokers some 35,000 had had their cards cancelled in 1935 (page 13). Could Major Coles say whether this meant that old cards had been cancelled and new cards issued or that the 35,000 smokers had ceased to consume opium? It would be highly satisfactory if the number of licensed smokers had been reduced by more than 50%.

Major COLES (United Kingdom) believed that the figure of 35,000 represented smokers who had for a certain time ceased to use smoking-opium and had therefore had their cards cancelled. It did not necessarily imply that all these persons had stopped smoking.

In that connection, he drew attention to the statement on page 34 of the document in question (annual report by the Government of Brunei), reading :

"The habit (opium-smoking) appears to have lost all attraction for the younger Chinese and, in fact, no case is known of a locally-known Chinese succumbing to it."

In addition, the number of smokers in Brunei appeared to have decreased from 502 to 262.

The CHAIRMAN said that, in the Netherlands Indies also, the number of young smokers had greatly decreased.

M. AMAU (Japan) gave the following figures concerning the treatment of narcotic addicts in the Musashino Hospital, Tokio, between January 1st and December 31st, 1937 :

	Number of addicts		Total number of days of treatment for all addicts	Average number of days required for individual treatment	Number of addicts re-entered for treatment	Percentage of total
	Entered for treatment	Discharged as cured after treatment				
Male	377	373	4,535	12.15	140	37.1
Female	154	149	2,173	14.11	36	23.4
Total	531	522	6,708	12.63	176	33.3

The medicament I.M. used for the treatment was prepared by Dr. Sakai of the Imperial University of Tokio and was registered according to the regulations on April 18th, 1934. The principal properties of the preparation were those of a hypertonic solution of glucose combined with inorganic salts, etc., but it contained no alkaloids, either of opium or its derivatives.

The continuation of the discussion was adjourned to the next meeting.

FIFTH MEETING (PUBLIC)

Held on Friday, June 10th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of the United Kingdom, Peru and Siam.

1265. Congratulations to Sir Thomas Russell.

The CHAIRMAN desired, on behalf of the Committee, to congratulate Sir Thomas Russell on the honour conferred upon him by His Majesty. He hoped that he would enjoy many years of life, for the benefit of himself, his family and his country.

Sir Thomas RUSSELL (Egypt) expressed his appreciation of the Chairman's remarks. It was, he said, a real and additional honour to receive the congratulations of an international body such as the Opium Advisory Committee, with whose work he was so closely associated.

1266. Consideration of Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1936 (continuation).

I. ANALYTICAL STUDY OF ANNUAL REPORT OF GOVERNMENTS FOR THE YEAR 1936 (document O.C.1723) (continuation)

II. ANNUAL REPORTS RELATING TO RAW OPIUM AND OTHER DANGEROUS DRUGS (continuation)

M. RENBORG, Acting Director of the Opium Traffic Section, in reply to a question by the United States representative, regarding the following last paragraph of the introductory statement to Chapter II (page 6) :

"Reports covering the following territories, which contained no information or statements of a purely negative character, have not been printed : Bahamas, Gambia, the Gold Coast, New Hebrides, Norfolk Island, Papua, the British Concession of Shamen (Canton), Tonga."

said that the reports concerning the territories mentioned in the paragraph would be printed.

Mr. FULLER (United States of America) asked that, in that case, the paragraph to which he had referred should be deleted.

The Committee agreed to delete the passage in question.

A. General (continuation).

III. *Control of International Trade* (continuation).

Iran.

The CHAIRMAN drew attention to the paragraph (page 15) : " The Iranian Government, in its report for 1936, refers to the position existing in 1934, which has not modified ; it was stated in the report for 1934 that the system of export permits did not exist in Iran ". He had thought that the circumstances in Iran had changed somewhat, and would be grateful for information on the subject.

M. BAHRAMY (Iran) thanked the Chairman for raising the point. There had, he thought, been some mistake, and he would be happy to give the Committee information concerning the actual position in Iran. The establishment of the Monopoly had put an end to freedom of traffic. Licences were required for any drugs exported, and the control was stricter than in the past. The position was not as stated in the Analytical Study. The Committee should have a full statement on the subject as soon as possible.

III. SPECIAL ANNUAL REPORTS CONCERNING PREPARED OPIUM (continuation)

IV. *Other Information* (continuation) : 3. *System of Dross Control.*

Hong-Kong.

Colonel SHARMAN (Canada) commented on the paragraph (page 28) : " All opium dross seized during the year was found to be illicit. The amount of dross available from licit opium must in any event be very small, in view of the lower price obtained for licit opium ". The last sentence was not very clear.

The CHAIRMAN suggested that the Committee should revert to that point when the United Kingdom representative was present.

The Chairman's proposal was adopted.

V. *Illicit Traffic.*

The CHAIRMAN reminded the Committee that Section V had been discussed the previous year,¹ so that further discussion was unnecessary.

Information concerning Prepared Opium furnished by Governments in their Ordinary Annual Reports for 1936.

The CHAIRMAN recalled that it had been decided last year² to ask for information concerning Peru. No information had yet been received, but it was hoped that M. Ekstrand would be able to furnish it on his return to Geneva.

M. BOUSCHARAIN, Secretariat, said that a letter had been sent to the Peruvian Government asking for details of the situation as regards opium-smoking, the number of smokers, quantities of prepared opium, methods of treatment, etc. There had not yet been time to receive a reply.

II. SYNOPTIC STATISTICAL TABLES

II. *Synoptic Table showing the Raw Opium Exports from the Principal Producing Countries, 1932-1936.*

M. CARNOY (Belgium) commented on the fact that, for Iran, the figures for production in 1936 were 1,346,712 kilogrammes (page 41), while the figures for exports were only 130,837 kilogrammes (page 43).

M. BAHRAMY (Iran) regretted that he could not give the Committee a full explanation immediately ; he must first consult his experts. He recalled, however, that previous to the institution of the Monopoly, cultivation had been free, whereas now it was controlled. The Government had purchased all the opium and held large stocks. He did not know to what extent the figures given for production might represent the purchase of opium produced in previous years, nor could he say what the country's internal consumption was. He would ask for information on the point.

¹ See Minutes of the Twenty-second Session of the Committee, page 35.

² See the report of the Committee to the Council on the Work of its Twenty-second Session, page 18 (see *Official Journal*, December 1937, page 1118).

VI. *Synoptic Table showing (1) the Quantity of Coca Leaves available for All Purposes during the Years 1932-1936 ; (2) the Quantity utilised in the Manufacture of Drugs during the Years 1932-1936, and (3) the Stock at the End of these Years.*

M. CARNOY (Belgium) commented on the large stocks of coca leaves held by the Netherlands (page 49).

The CHAIRMAN, speaking as representative of the Netherlands, said that the stock was, in point of fact, smaller than in past years. He stated that Java coca was being largely replaced by Peruvian coca. The existing stocks of Java coca could only be diminished very slowly, though cultivation was declining.

Table X (A), (B), (C), showing respectively for Each Country for which the Data have been furnished, the Consumption of Morphine, Diacetylmorphine and Cocaine per Million Inhabitants for the Years 1932-1936.

M. CARNOY (Belgium) noted the high consumption of cocaine in France (page 61). He enquired whether it was due to the existence of special preparations.

M. RAZET (France) referred the Committee to Table VII, A (page 52), where the figures for manufacture in 1936 were given as 536 kilogrammes. Of that amount, 135 kilogrammes indicated the amount expressed in terms of cocaine, in preparations manufactured directly from the coca leaf in accordance with the instructions given in the statistical forms. The same applied to consumption. The latter, moreover, had been constant for several years.

Dr. CARRIÈRE (Switzerland), comparing the figures for 1932 and 1936, noted the big drop in the consumption of cocaine per million inhabitants. That decline was probably due partly to propaganda and partly to the increasing use of cocaine substitutes—novocaine, for example. The point should be noted.

Dr. CHODZKO (Poland) commented on the high figure for heroin consumption in Canada as compared with consumption in the United States (page 60).

Colonel SHARMAN (Canada) said that heroin was available to the medical profession in Canada, whereas that was not the case in the United States. The Canadian authorities had discussed the question of abolishing the use of heroin with the medical associations in each of the nine provinces ; four had been in favour of abolition and five opposed to it. It was generally agreed that, for many purposes, other drugs could be substituted for heroin, but some leading hospitals held that, in certain special cases (obstetrical, and also involving tuberculosis), heroin played a part which other drugs could not fulfil.

Dr. CHODZKO (Poland) thought that Canada was to be congratulated on the progress of opinion in regard to the use of heroin, and trusted that the example of the four Canadian provinces might be followed. He had understood the Canadian representative to say that the medical profession in the United States had not the same access to heroin as in Canada. So far as he was aware, however, the use of heroin was not prohibited in the United States.

Mr. FULLER (United States of America) said that some fifteen years before, the manufacture of heroin had been prohibited in the United States, and the import of heroin and its derivatives had always been prohibited. There were only a few ounces of stocks of heroin left in the country. There was nothing to prevent a doctor from prescribing heroin if he could obtain it, but the medical profession was coming round to the idea that the advantages of that drug were outweighed by its disadvantages.

Dr. CARRIÈRE (Switzerland) said that from an enquiry carried out in Switzerland, it appeared that about 50% of the doctors were in favour of the use of heroin in certain cases, more particularly tuberculosis, where morphine was often considered to be harmful. As a consequence, it had not been possible to prohibit the use of heroin, but the quantities used did not exceed one or two kilogrammes a year. It was not impossible that one day heroin would no longer be used, when substitutes had been found which did not possess the dangerous properties of opiates from the standpoint of drug addiction.

Dr. CHODZKO (Poland) suggested that the Federal Public Health Service was in a very strong position to act, 50% of the medical profession being in favour of abolition.

Dr. CARRIÈRE (Switzerland) said that it would hardly be possible to prohibit the use of the drug outright, since doctors, in Switzerland at any rate, were very jealous of their liberty to prescribe for their patients the medicines they considered necessary.

M. BOUSCHARAIN, Secretariat, said that the question of diacetylmorphine would come up under Item X of the agenda : Application of Article 20 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs. The Secretariat had prepared a document showing the position in the different countries.¹

¹ See document O.C.1743.

M. BOURGOIS (France) said that, since 1933, there had been a regular decline in the use of heroin in France; it was only a third of what it had been in 1933. Doctors had probably become alive to the dangers of heroin addiction.

M. BOUSCHARAIN, Secretariat, referred to document O.C.1589(1), showing the position of Governments up to 1936 as regards Recommendation VI of the Final Act of the Conference of 1931 for limiting the Manufacture of Narcotic Drugs.¹ The Secretariat had now received, up to date, the replies of forty-four countries and territories concerning the proposal to restrict or abolish the use of diacetylmorphine. Twelve of these were in favour of the restriction of the use of diacetylmorphine. Seven others gave information regarding the various forms of prohibition to which the drug was subjected. Nine were in favour of abolition, and, in certain of these, the drug was already prohibited. Fourteen countries gave the reasons for which they were unable to contemplate abolition or restriction, and two acknowledged receipt of the Secretary-General's circular letter on the subject.

M. DE CASTRO (Uruguay) said that, three years ago, the Minister for Public Health, who was himself a distinguished doctor, had expressed himself as averse to the use of diacetylmorphine. He had passed on the dossier to the medical profession who, by a majority vote of one, had decided that total abolition was not possible. Since that date there had been a considerable reduction in the use of the drug, which proved that the idea of complete abolition was gaining ground. Diacetylmorphine was used only in cases of tuberculosis.

Dr. CHODZKO (Poland) regretted that so desirable a reform should have been defeated by a majority of one.

Mr. FULLER (United States of America) stated, in reply to a earlier question, that heroin was not prohibited by law in the United States, but that it was not readily available.

XI. *Synoptic Table showing the Quantities of Prepared Opium manufactured in 1927-1936 in Countries which make Returns.*

M. CARNOY (Belgium) said that it was gratifying to see the reduction in the figures for prepared opium since 1927, 1928 and 1929 (pages 62 and 63). Since 1932, however, there had been no improvement in the general situation: though progress had been made in some countries, others had increased their manufacture. Siam, for instance, came within the last-named category.

The CHAIRMAN said that, in the absence of the representative of Siam, the question would be held over until a later meeting.

M. CARNOY (Belgium) noted an increase in manufacture in the Netherlands Indies.

The CHAIRMAN, speaking as representative of the Netherlands, said that the consumption of prepared opium had declined in 1929, 1930 and 1931. The stocks were accordingly larger. Now manufacture had increased again. He admitted a slight increase in consumption in the last few years, due very possibly to improved economic conditions.

Colonel SHARMAN (Canada) said that he would comment on the figures for Hong-Kong when the United Kingdom representative was present.

XII. *Synoptic Table showing the Legal Consumption of Prepared Opium during the Years 1927-1936 in those Countries which make Returns.*

The CHAIRMAN said it was gratifying to note the constant decrease in licit consumption.

XIV. *Synoptic Table showing the Number of Retail Shops and Smoking-establishments in Countries and Territories which furnish Special Annual Reports concerning Prepared Opium, 1929 and 1933-1936.*

Colonel SHARMAN (Canada) said that he would have an observation to make on Hong-Kong when the United Kingdom representative was present.

Dr. Hoo Chi-tsai (China) recalled that reference had been made to the general reduction in the consumption of prepared opium, but that no similar reduction had occurred in the number of opium divans. It might possibly be that the number of better-class smokers had dropped, whereas the figures for members of the lower classes who frequented those establishments remained unchanged.

The CHAIRMAN said that he could only speak with knowledge of the position in the Netherlands Indies, where no connection between the amount consumed and the number of retail shops had been established. Opium could not be consumed in the stores where it was sold but only in the customer's own home or, in the case of the larger cities, in the licensed opium-smoking establishments.

¹ See *Official Journal*, September 1931, page 1845.

Dr. CARRIÈRE (Switzerland) said that, although the number of divans was the same, the number of clients might have dropped. That was the position, for example, in regard to alcohol ; in many countries, there had been a decline in the quantity of alcohol consumed, but there had been no proportional reduction in the number of cafés and inns.

XV. *Stocks of Raw Opium, Prepared Opium and Dross at the End of Each Year in the Countries and Territories for which Special Reports concerning Prepared Opium are furnished.*

Colonel SHARMAN (Canada) observed that the stock at Macao was three times as great in 1935 as at the end of 1933.

M. FERNANDES (Portugal) said that the stocks of raw opium in the colony in 1936 amounted to 46,200 kilogrammes, representing a similar situation to that which obtained in 1935. Raw opium stocks almost always exceeded consumption requirements and the action of the Government was justified by the fact that it had to provide for the possibility of transport by sea being interrupted as the result of events in the Far East ; this attitude was not unique in that part of the world. The Government of Macao had nevertheless decided to reduce the imports of raw opium from 500 chests to 450, representing a drop of 3,500 kilogrammes. The explanation given regarding stocks of raw opium applied also to stocks of prepared opium.

Dr. Hoo Chi-tsai (China) endorsed the Canadian representative's remarks concerning the increase in stocks at Macao. The Portuguese representative had quoted the figures for 1935 and 1936—that was to say, before the occurrence of the present events in the Far East.

In Southern China and neighbouring territories, the illicit prepared opium seized had been found to be Lion Brand from Macao. The existence of large stocks was a real danger, resulting, as it so often did, in the encouragement of illicit traffic.

M. FERNANDES (Portugal) said that he would reply under Item VI of the agenda : Illicit Traffic.

XVI. *Synoptic Table showing for the Period 1927-1936 the Percentage of Net Revenue obtained from Prepared Opium in relation to the Total Revenue of the Country in those Countries which make Returns.*

M. CARNOY (Belgium) said that not all the information which the representative of Portugal had given had been previously forwarded to the Secretariat. It was not clear from Table XVI what proportion of the revenue of Macao was obtained from prepared opium. The public view was that in a number of countries, of which Macao might be one, the fact of the income from opium constituting so considerable a percentage of the total revenue prevented any improvement in the drug situation.

M. FERNANDES (Portugal) said that, for 1938, the revenue from prepared opium was 14.16% of the budget of the colony, amounting to six millions.

Dr. CARRIÈRE (Switzerland) noted that, according to Table XVI, the percentage of the Monopoly revenue in relation to total revenue had dropped. To appreciate the significance of those figures, the Committee should, however, know the gross revenue of the country ; if that figure had increased, there might be an increase in the Monopoly revenue without any modification in the percentage.

The CHAIRMAN said that the gross figures for revenue could be obtained from the annual reports. There was a risk of making Synoptic Table XVI too complicated if all the figures were given in it.

M. BOUSCHARAIN, Secretariat, said that the Secretariat had thought of preparing a table on the subject ; it had not, however, been possible to do so up to the present because the figures for revenue in the different countries were not calculated on the same bases, while the administrative expenses of the Monopoly also varied in different countries.

Dr. CARRIÈRE (Switzerland) said that for that very reason it was difficult to obtain a comprehensive view from the individual annual reports. What the Committee really wanted to know was the exact figures for the total revenue and for the Monopoly revenue in the different countries.

Dr. Hoo Chi-tsai (China) said that, in the tables just examined, no figures were given for India. Opium was, of course, not used for smoking purposes in that country, but there was no mention either of opium for eating purposes. India was a large producing country and it would be interesting to have the figures for stocks there.

M. BOUSCHARAIN, Secretariat, referred the Committee to document O.C./Confidential/23, being a study of the importance of the cultivation of the opium poppy in relation to the economic life of the principal producing countries. Synoptic Table XVI referred only to prepared opium.

Mr. NIND (India) said that he had nothing to add. The figures were all given in the document to which M. Bouscharain referred.

Dr. Hoo Chi-tsai (China) enquired whether the figures of stocks were also given.

M. BOUSCHARAIN, Secretariat, replied in the negative.

Dr. CHODZKO (Poland) congratulated the Secretariat on the preparation of document C.O.1723, which was, he said, admirably clear and enabled the Committee to judge of the progress made.

The CHAIRMAN endorsed those remarks.

1267. **General Survey of the Situation as regards World Manufacture and Use of Narcotic Drugs in 1936.**

M. STEINIG, Secretariat, made the following statement concerning the situation in regard to the application of the Conventions to the five principal drugs :

1. A general survey made last year¹ of the world position regarding the manufacture and use of drugs produced in 1935 and the results of the application of the 1925 and 1931 Conventions led to the following conclusions :

(i) The *manufacture* of the five principal drugs (morphine, diacetylmorphine, cocaine, codeine and dionine) had greatly decreased since 1931 in comparison with previous years, and the surplus from lawful manufacture which might have escaped into the illicit traffic had disappeared.

Attention was drawn to the serious situation existing before 1931. In the years 1925 to 1930, the illicit traffic had developed to an even greater extent than was supposed at the time. At least 90 tons of morphine in excess of legitimate requirements had been manufactured and escaped into the illicit traffic during that period.

(ii) After 1931, the lawful world production of morphine corresponded very closely to legitimate world requirements : during the period 1931 to 1935, it almost coincided with the average annual requirements (approximately 29 tons).

(iii) It was evident from a study of the period of five years from 1931 to 1935 that, through the stricter and more general application of the international Conventions, not merely was it possible to reduce considerably the total quantity of drugs which were manufactured and which were the subject of commercial transactions, but manufacture actually showed a definite tendency to become stabilised at the level of legitimate requirements.

2. What was the position in 1936, the last year for which complete statistics are available ?

The first somewhat alarming fact is a very marked general increase in the *manufacture* of the five principal drugs in that year.

The manufacture of morphine rose from about 30.8 tons in 1935 to 36.8 tons in 1936, an increase of 6 tons, or approximately 20%.

The manufacture of codeine rose from 19.9 tons in 1935 to 24.3 tons in 1936, an increase of 4.4 tons, or approximately 22%.

The manufacture of dionine, which amounted to 1,850 kg. in 1935, reached 2,600 kg. in 1936, an increase of 750 kg., or 40%.

The manufacture of diacetylmorphine, which had steadily declined in recent years (in 1935 it amounted to approximately 18% of the quantity manufactured in 1929), also rose from 670 kg. in 1935 to 870 kg. in 1936, an increase of 200 kg., or 30%.

The manufacture of cocaine also rose, although owing to the increasing use of substitutes it had fallen considerably in preceding years. In 1936, it was 4.2 tons, as compared with approximately 4 tons in 1935, an increase of 200 kg., or 5%.

Statistics of *world consumption* also show a general increase.

Whereas only approximately 7.9 tons of morphine were consumed in 1935, the amount increased in 1936 to 8.3 tons—i.e., by about 5%.

The consumption of diacetylmorphine rose from about 750 kg. in 1935 to 850 kg. in 1936, an increase of approximately 14%.

Cocaine consumption rose from 3,460 kg. in 1935 to 3,630 kg. in 1936, or by 5%.

No consumption figures are available for codeine and dionine, owing to the fact that Article 13, paragraph 2(c), dispensed the parties to the Limitation Convention from the obligation to furnish statistics for those drugs. A fairly accurate estimate of the world consumption of codeine and dionine may, however, be obtained by adding to the world stocks at the beginning of a year the world production in the course of that year, and deducting any amounts converted and the stocks at the end of the same year. Such a calculation shows that

¹ See Minutes of the Twenty-second Session of the Committee, page 44.

the world consumption of codeine rose from 19.3 tons in 1935 to approximately 24.3 in 1936—that is to say, by about 5 tons, or about over 26%. In the case of dionine, the estimated increase was relatively larger. Consumption rose from 1.8 tons in 1935 to about 2.7 tons in 1936, an increase of 50%.

With regard to the *conversion* of morphine into other drugs, the statement submitted last year showed that there had been a very slow but steady increase since 1932 in the amounts converted. In 1933, they increased by 2% ; in 1934, by 6.3% ; and, in 1935, by 7.3%. In 1936, the increase was very abrupt, the amounts of morphine converted rising, in round figures, from 22 tons in 1935 to 28 tons in 1936, an increase of 6 tons, or over 27%.

The statistics for the total *exports* of morphine, diacetylmorphine, cocaine, codeine and dionine in 1936 show, on the other hand, a general decrease. Morphine exports fell by 230 kg., or 14.5%, as compared with those in 1935. Exports of diacetylmorphine fell by 18 kg., or 8% ; those of cocaine by 160 kg., or 13% ; and in the case of codeine and dionine, the decrease was 800 and 100 kg., or 16.5% and 14%, respectively.

The position with regard to *world stocks* of the five principal drugs was similar to that in 1935—it remained practically unchanged.

Stocks of cocaine and diacetylmorphine increased slightly, by about 3.5% and 4% respectively—whereas stocks of morphine, codeine and dionine fell by approximately 5%, 6% and 7.5% respectively.

To sum up, if the year 1935 is taken as a basis, there was, in 1936, a general and very marked increase in the manufacture of the five principal drugs, a fairly considerable increase in consumption and a very marked increase in the amount of morphine converted into other drugs.

As for the world stocks of the five principal drugs, the position remained almost unchanged. On the other hand, exports of all these drugs fell considerably.

3. In the light of the above facts—increased production, no appreciable change in world stocks, decrease in exports to non-manufacturing countries—it must be concluded that the increase in consumption took place in the drug-manufacturing countries.

Such a conclusion is borne out by the statistics. In the case of morphine consumption, the most important increases took place in the Union of Soviet Socialist Republics (259 kg.), Japan (188 kg.), France (156 kg.), India (86 kg.) and Italy (64 kg.).

It has been pointed out that, according to calculation, the world consumption of codeine increased in 1936 by about 5 tons as compared with 1935. A study of the position in the different countries shows that the consumption of codeine (as calculated) increased in all the manufacturing countries. (The countries are listed in the order of magnitude of their consumption) :

	Increase, in kilogrammes
Union of Soviet Socialist Republics	1,418
United States of America	847
Germany	714
France	647
Czechoslovakia	218
Japan	158
Italy	145
Belgium	127
United Kingdom	98
Poland	73

According to the calculation, the amount of codeine consumed by the manufacturing countries in 1936 was 4,445 kg. more than in 1935. As the total increase in the world consumption of codeine was approximately 5 tons, the increase in the codeine consumption of the ten manufacturing countries mentioned above represents more than 89% of the total increase throughout the world.

In the same way, a study of the consumption statistics for diacetylmorphine and cocaine and of figures showing the calculated consumption of dionine shows that there was a very marked increase of consumption in the drug-manufacturing countries.

At this point, attention must be drawn to the nature of the consumption statistics supplied by the Governments which are parties to the 1925 and 1931 Conventions. In the great majority of countries, such statistics are based on the sales by wholesalers to retailers (chemists), and not on the sales by retailers to the public, as is the case, for instance, in Switzerland. It may therefore be said that there are no first-hand consumption statistics available ; the figures are obtained indirectly on the assumption that the amount of drugs sold by wholesalers in the course of a year represents the annual consumption. Now, it is possible that, for one reason or another, retailers may decide in any given year to buy quantities of drugs in excess

of their annual requirements in order to have the drugs in stock. The consumption statistics for that year will then show an increase as compared with the previous year, when, in reality, the increase has been in the retailers' stocks. Further, it is not impossible that, in 1936, military hospitals and other military sanitary institutions in various countries may have obtained supplies from manufacturers and wholesalers, with the result that the stocks which, in the terminology of the 1925 and 1931 Conventions, are known as Government stocks, increased, whereas in the statistics that increase is shown under the head of consumption. That, of course, is a mere hypothesis, as the parties to the 1925 and 1931 Conventions are not bound to furnish statistics of the level of Government stocks.

4. The outstanding factor in the position in 1936 was the increase in the world production of morphine, which rose from 30.8 tons in 1935 to 36.8 tons in 1936—the highest figure since 1931. It is much above the annual average already mentioned for the five years 1931 to 1935, which was only 29 tons.

What is the explanation of the increase in the world production of morphine in 1936? Does it correspond to the legitimate world morphine requirements for that year?

As already stated, the quantity of morphine converted into other drugs, particularly codeine and dionine, was 6 tons more in 1936 than 1935; in other words, the amount of morphine manufactured in 1936 in excess of the amount produced in 1935 was all used for conversion into other drugs, particularly codeine and dionine.

The amount of morphine left over for use as such was almost the same in 1936 as in 1935, the figures being 9,024 kg. in 1935 and 9,200 kg. in 1936.

As the above figures show, the world production of morphine in 1936 corresponded very closely to the legitimate world requirements in that year. In 1936, the world production of morphine amounted to 36,884 kg., whereas the legitimate world requirements were as follows:

	Kilogrammes
Morphine converted into other drugs	27 708
Morphine used for " exempt " preparations	433
Morphine used as such	8 326
Total ¹	36 467

The above facts show that the world position in 1936 in regard to the manufacture and use of the five principal drugs was the same as in the five previous years, in that the amounts lawfully manufactured corresponded to the legitimate world requirements, and that the tendency towards the stabilisation of production at the level of legitimate world requirements was not interrupted in 1936.

The CHAIRMAN thanked M. Steinig for his statement.

M. BOURGOIS (France) endorsed the Chairman's remarks. Last year, he said, the Secretariat's survey had been specially noted as throwing light on the drug situation at a time when doubts had been expressed as to the efficacy of the Conventions and the usefulness of the Advisory Committee. He noted that the information just given by M. Steinig was to be embodied in a document later and suggested that that fact might be mentioned by the Information Section in its *communiqué*.

Mr. FULLER (United States of America) said that the Secretariat's statement was one of the most important features of the Committee's work. The public always looked out for it. He trusted that there would not be too long a delay in circulating the document.

M. RENBORG, Acting Director of the Opium Traffic Section, submitted the following suggestions for the Committee's consideration:

- (1) That M. Steinig's statement be circulated to the Committee as quickly as possible,
- (2) That it be included in the document concerning the annual reports of Governments,
- (3) That M. Steinig be asked to prepare a statement on the subject for the Information Section.

M. Renborg's proposals were adopted.

¹ This total for legitimate world morphine requirement in 1936 does not include the amounts required to replenish Government stocks.

SIXTH MEETING (PUBLIC, THEN PRIVATE)

Held on Friday, June 10th, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Czechoslovakia, Greece, Peru, Siam, Turkey and Uruguay.

1268. Consideration of Annual Reports of Governments on the Traffic in Opium and Other Dangerous Drugs for the Year 1936 (continuation).

I. ANALYTICAL STUDY OF ANNUAL REPORTS OF GOVERNMENTS FOR THE YEAR 1936 (document O.C.1723) (continuation)

III. SPECIAL ANNUAL REPORTS CONCERNING PREPARED OPIUM (continuation)

IV. Other Information (continuation) : 3. System of Dross Control (continuation).

Hong-Kong (continuation).

Colonel SHARMAN (Canada) said that the situation as regards the illicit drug traffic in Hong-Kong was causing serious disquiet to the Canadian authorities. The latter had recently discovered a conspiracy to exchange arms exported from Canada for opium imported from Hong-Kong. The extent of the conspiracy could be judged from the fact that the Canadian authorities had had to examine as many as 42,000 cables exchanged between Vancouver and Hong-Kong. A number of them were in code, for the deciphering of which an expert from the United States of America had had to be brought specially by air from Washington. A special Judicial Commission was at present sitting in Hong-Kong in this connection. The Advisory Committee would, therefore, realise the motive for the questions he was about to ask the United Kingdom representative.

On page 28 of the Analytical Study, the following statement was made regarding the system of dross control in Hong-Kong :

" All opium dross seized during the year was found to be illicit. The amount of dross available from licit opium must in any event be very small, in view of the lower price attained for licit opium."

This statement was not quite comprehensible in view of the footnote (j) appended to Table XV (page 71), to the effect that : " No dross is purchased by the (Hong-Kong) Government monopoly ", and it would also seem to imply that licit opium was sold cheaper than the illicit article.

On page 30 of the study, he noted from the fifth paragraph of the section dealing with Hong-Kong, that :

" It was estimated that there were from 2,000 to 3,000 opium divans in Hong-Kong and that on the average each divan, to pay its expenses, would have to meet the daily needs of from thirty to forty medium smokers, a total consumption of not less than 2 taels of prepared opium per day. The illicit consumption of prepared opium in Hong-Kong would, on this assumption, be over 4,000 taels per day."

If the latter figure were multiplied by 365, the annual illicit consumption of prepared opium in Hong-Kong would work out at about 27,828 kilogrammes. Synoptic Table XII (page 64) showed that the legal consumption of prepared opium in 1936 was 587 kilogrammes. In other words, the minimum illicit consumption of prepared opium was something like forty-seven times greater than the legal consumption. In that connection, it should also be borne in mind that, in Hong-Kong, there was " no rationing, licensing or registration of smokers " (page 67, note III).

If a Monopoly sold only 587 kilogrammes of prepared opium per annum, and if the authorities concerned admitted the illicit minimum consumption to be some 27,800 kilogrammes, there might be a question whether the solution was a Monopoly which apparently handled only 4% of the total sales of prepared opium.

Colonel Sharman observed further from Synoptic Table XIV (page 69) that the number of Government shops or smoking-establishments in Hong-Kong had remained steady at six from 1933 to 1935, and had then risen, in 1936, to thirteen, while the number of shops or smoking-establishments licensed by the Government and selling Government Monopoly opium had fallen during the same period from twenty-four to eleven. Those figures rather suggested that some definite policy was being pursued. Colonel Sharman would be interested to know whether this assumption was justified.

Major COLES (United Kingdom) fully realised the extreme concern felt by the Canadian authorities in regard to Hong-Kong. The situation there was admitted by both the British and Hong-Kong authorities to be bad, and the Hong-Kong Government was giving constant and anxious consideration to the problem which it presented. This was proved by the fact that for the small territory involved a preventive staff of 20 European and 116 Chinese officials was maintained, and that, in 1936, some 670 persons had been imprisoned and 450 deported for trafficking in opium and heroin pills.

He was unable to explain the reference to dross on page 28 of the Analytical Study, as no dross was purchased by the Hong-Kong authorities. In 1936, some 7 kilogrammes of illicit dross had been seized.

Major Coles believed the statistics quoted by Colonel Sharman of the number of retail shops and smoking-establishments to be evidence of a definite determination on the part of the Hong-Kong authorities to bring retail sales under Government control, and to cut out licensed retailers. He was, however, unable to say at the moment whether the Monopoly system was still the best way of handling the problem.

In conclusion, he would assure the Canadian representative that his comments would be brought to the notice of the Hong-Kong Government.

II. SYNOPTIC STATISTICAL TABLES (*continuation*)

XI. *Synoptic Table showing the Quantities of Prepared Opium manufactured in 1927-1936 in Countries which make Returns* (*continuation*).

Phya RAJAWANGSAN (Siam), in explanation of the increased manufacture of prepared opium in Siam (page 62), referred the Advisory Committee to the statement on page 3 of the Siamese Government's annual report for 1936 (document C.515(a).M.356(a).1937.XI), reading :

"The increases in the quantities of Monopoly opium sold, as shown above, do not indicate any real increase in the amount of opium smoked. That Government sales were so much higher was due simply to substitution by the smoker of licit for illicit opium."

Members would also note from page 24 of document O.C.1723 that :

"A considerable number of new smoking-establishments were set up in areas where monopoly opium was previously not available, but where there was known to be extensive clandestine smoking of illicit opium."

and further (page 29) :

"The Siamese Government extended to fourteen further provinces its policy of reducing the prices at which Monopoly opium was sold."

The increased manufacture of prepared opium was, therefore, due to the larger number of Monopoly smoking-establishments which had been opened to combat illicit opium-smoking.

1269. Examination of the Report by the Sub-Committee on Seizures on the Work of its Tenth Session (document O.C.S.314).¹

II. *General Trend of the Illicit Traffic.*

M. CARNOY (Belgium) noted the tribute paid in this chapter to certain steamship companies and enquired whether any action was being taken by the Committee to encourage other companies to follow suit.

Mr. FULLER (United States of America), Chairman of the Sub-Committee, explained that the three lines specially mentioned had, as a result of the heavy fines incurred, introduced drastic reforms based on the Committee's own recommendations. This fact was felt to deserve special mention. Preventive measures taken up to date by other steamship companies left a great deal to be desired, but touch was being maintained with them.

Dr. CHODZKO (Poland) noted a reference in the last paragraph of the chapter to "the connivance of medical practitioners" in connection with the question of labels for manufactured drugs. Was this connivance criminal or unintentional and, in the former case, what penalties had been imposed ?

Mr. FULLER (United States of America), Chairman of the Sub-Committee, confirmed that in the case of the United States medical practitioners, at any rate, the connivance was criminal and that sentences of five to twenty years of penitentiary confinement had been imposed.

Colonel SHARMAN (Canada) added that in a similar case in Canada the offender had been sentenced to a term of imprisonment.

¹ For the final text of the report, see Annex III to the Report of the Committee to the Council on the Work of its Twenty-third Session (document C.237.M.136.1938.XI).

III. *Principal Channels of the Illicit Traffic.*

1. *Raw Opium.*

Mr. NIND (India) noted the reference to a large seizure of excise opium intended for Ceylon reported from Madras. Reference had been made at a previous session to the increasing number of seizures made in Ceylon of narcotic drugs from India. As a result, the authorities in South India had strengthened their preventive staffs at the end of 1936 and improved co-operation between the two countries. The consequence was a rise in the prices of illicit drugs in Ceylon and the seizure, as mentioned in the report, of a substantial amount of opium.

4. *Heroin.*

M. BOURGOIS (France) thought that the heroin referred to in the last sentence of the second paragraph had been " shipped from " rather than " obtained in " France.

Mr. FULLER (United States of America), Chairman of the Sub-Committee, pointed out that both the cases in question involved heroin which, according to the French authorities' report, came from Paris.

8. *Clandestine Manufacture.*

Mr. FULLER (United States of America), Chairman of the Sub-Committee, requested that certain formal amendments should be made in the final text of the section headed in the draft " United States of America ".

Dr. HOO CHI-tsai (China) congratulated the Rapporteur on the way in which he had drafted a notably difficult section of the report. *

M. AMĀU (Japan) also thanked the Rapporteur for the great pains taken in preparing the section dealing with the Japanese Concession in Hankow.

IV. *General Observations in regard to the Illicit Traffic in 1937.*

M. BAHRAMY (Iran) had carefully examined the statistics of seizures communicated to him by the Secretariat. He did not feel able to agree with the statements contained in the fifth paragraph of this chapter to the effect that " almost all raw opium seized outside the Far East comes from Iran " and " Iranian and Chinese opium seem to be competing in the illicit traffic on fairly even terms ". The facts that no Iranian nationals had been arrested for illicit trafficking and that seizures of Iranian opium were becoming fewer in number seemed to disprove the first of those statements. He noticed also from the document submitted by the representative of China, dated May 30th, 1938,¹ that the raw opium seized in Shanghai came mainly from two sources. Iranian opium, moreover, was notoriously too expensive to repay handling by foreign traffickers.

Mr. FULLER (United States of America), Chairman of the Sub-Committee, pointed out that the Chinese report in question was based on a newspaper cutting of April 24th, 1938, and referred only to Shanghai and to a very special and temporary situation. Other reports from Shanghai indicated that Iranian and Chinese opium now competed on even terms, though Chinese opium used to be considerably cheaper.

The Secretariat table showing the origin of raw opium seizures was,² it should be remembered, based on individual seizure reports, many of which gave no indication as to the origin of the opium, so that several large seizures had to be entered in the column " Origin unknown ". The Sub-Committee had therefore considered the statements in question to be a fair description of the actual situation.

Dr. HOO CHI-tsai (China) pointed out that the document referred to by the Iranian representative dealt with the situation in Shanghai only, not with the Far East generally.

Reference to the table compiled by the Secretariat to show the origin and quantity of raw opium seized in the illicit traffic would, he believed, show that Iranian opium was quantitatively preponderant, though the number of seizures might be more or less the same as that for seizures of Chinese opium.

M. BAHRAMY (Iran) explained that his sole aim was to secure the closest possible co-operation between his country and the Opium Advisory Committee. To that end, it was essential that he should have the most concrete evidence possible of the connection between Iran and the illicit traffic, so that his Government could take the necessary measures to prevent its continuance.

He paid a tribute to the Rapporteur for the impartiality and justice which characterised the Sub-Committee's report.

¹ Document O.C.S.313(f) (a).

² Document O.C./S.C.S./4, page 15.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that document O.C./S.C.S./4 had been specially prepared by the Secretariat to facilitate the work of the Sub-Committee on Seizures. During the 1937 session the Secretariat had observed the Sub-Committee's anxiety to ascertain the origin of the raw opium seized in the illicit traffic and it had therefore tried, for this year's session, to make the analysis contained in the table on page 15 of the document he had mentioned. Obviously, the country of origin could only be inserted when this fact was specifically stated in the respective seizure reports. The Secretariat, however, would be glad to supply the representative of Iran with full details of the seizure reports which gave Iran as the origin of the raw opium involved.

Mr. FULLER (United States of America), Chairman of the Sub-Committee, hoped that the Advisory Committee would fully realise that all the statements contained in the Sub-Committee's report were based solely upon the official reports received from Governments and in no case on newspaper cuttings or other such sources.

The continuation of the discussion was adjourned.

1270. Policy to be adopted as regards the Sale of Raw Opium to "Manchukuo" : Request of the Yugoslav Representative for a Ruling by the Advisory Committee.

M. MIHAILOVITCH (Yugoslavia) asked whether the Advisory Committee could give a ruling on a point of great importance to the Turco-Yugoslav Central Opium Sales Office. Since January 1st, 1934, as the Committee was aware, that Office had been responsible for all sales of Turkish and Yugoslav opium. In 1935, negotiations had been practically completed for the sale of a large amount of opium to "Manchukuo", but, as the Office did not know what view the competent League organs would take of such a transaction, or what the correct procedure would be, the negotiations were broken off and no sale was effected. Could the Advisory Committee, therefore, say whether in principle the Central Office was entitled to sell raw opium to "Manchukuo"?

(The Committee went into private session.)

1271. Examination of the Report by the Sub-Committee on Seizures on the Work of its Tenth Session (continuation) (document O.C.S.314).¹

IV. *General Observations in regard to the Illicit Traffic in 1937* (continuation).

The Committee decided that the Minutes of this discussion should not be published.

SEVENTH MEETING (PUBLIC)

Held on Saturday, June 11th, 1938, at 10 a.m.

Chairman : M. DELGORGÉ (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Czechoslovakia, Greece, Peru and Poland.

1272. Absence of the Czechoslovak Representative : Communication by the Chairman.

The CHAIRMAN said that he had received a letter from the Czechoslovak representative stating that important affairs in his own country necessitated his presence there and that he would be unable to be present at any further meetings of the present session of the Advisory Committee.

1273. Examination of the Report by the Sub-Committee on Seizures on the Work of its Tenth Session (continuation) (document O.C.S.314).¹

IV. *General Observations in regard to the Illicit Traffic in 1937* (continuation).

M. GAVRILOVITCH (Yugoslavia) recalled that he had told the Committee last year of the measures taken to deal with the illicit traffic in Yugoslavia.² This year, he could give more detailed information, having for the past fourteen months been specially occupied with the matter. His general impression was that the illicit traffic—and also clandestine manufacture, which was quite new—had increased during the last twelve months. Naturally, he had no

¹ For the final text of the report, see Annex III to the Report of the Committee to the Council on the Work of its Twenty-third Session (document C.237.M.136.1938.XI.).

² See Minutes of the Twenty-second Session of the Committee, page 22.

figures, and could offer the Committee no statistics. He could, however, quote a passage from the proceedings of the Yugoslav Advisory Commission in November 1937 :

“ As regards illicit traffic in our country, the Commission noted that smuggling in opium and in morphine has increased during the past year.”

While the number of cases had increased, there had, however, been no such serious cases as in the previous year. This was the case, in particular, as regards clandestine manufacture. Last year, there had been the important case of the Austrian Blauaug. This year, a laboratory set up by two Italians near the Italian frontier had been discovered, and there was reason to believe that, at the beginning of 1937, an individual of Greek nationality, who had not been identified, and who was extracting morphine from opium by a primitive process, had worked, at any rate for a short time, in the south of the country near the Greek frontier. So far, no well-equipped laboratories had been discovered, but there were more and more cases of morphine manufacture. The explanation was that it was easier for a smuggler to export 20 kilogrammes of morphine—which was not quite pure—instead of 100 kilogrammes of opium.

Another aspect of the matter should be considered. While the number of cases, if not the volume of the traffic, had increased, the risks too had increased, owing to the very close watch that was kept over illicit traffic and clandestine manufacture. It was no longer easy for traffickers to operate in Yugoslavia. Blauaug and his accomplices had carried on their nefarious operations for months without being discovered or even suspected, but now the position was quite different. Several of the cases more recently discovered proved to be first attempts, detected before much harm had been done. The increased vigilance now being exercised was an important factor in arresting the activities of foreign traffickers, who were, unfortunately, numerous. Yugoslav nationals were liable to the very small penalties inflicted by law, but there was nothing to deter them from continuing their activities later. Foreigners, however, were liable to the penalty of expulsion, which deprived them of the right to return to the country ; this measure effectively put an end to their undesirable activities. In this way, the vigilance now being exercised had played an important part in preventing the execution of several plans for smuggling, through a foreign agency, large quantities of opium or morphine, to countries such as the United States of America, where untold harm might thus be done. The case of Skrivanek, a Czechoslovak national, was the best proof of that. It showed how a foreign national had come to Yugoslavia and then proceeded to set up an elaborate international organisation for the illicit importation of raw opium into the United States of America.

While dealing with the general aspect of the problem of illicit traffic in Yugoslavia, he wished to lay stress on two further facts to which he attached the utmost importance. In the first place, the real organisers of the traffic were not Yugoslav subjects, but the big organisations of international traffickers operating from Vienna, Paris, Marseilles and elsewhere, who used Yugoslav nationals, among others, as their tools. The real problem was to destroy those underground international organisations, which were entirely outside the Yugoslav Government's jurisdiction.

On the other hand, there was the question of profit, which was closely linked with that of prices.

The question of prices had been mentioned in the Preparatory Committee for the Limitation Conference ; that element—the economic element—was most important. The normal price paid to Yugoslav growers was the equivalent of 20 Swiss francs per kilogramme of opium, which represented twenty-five days of labour. The temptation was therefore naturally great to sell to traffickers, who offered much higher prices. It would be difficult to make real progress until the question of the limitation of production was settled and prices were established on a sound basis ; limitation, followed by the control of prices, would be a strong weapon in fighting the illicit traffic.

The measures taken in Yugoslavia during the past year to fight the illicit traffic might be considered under two heads : (1) propaganda ; (2) administrative and legal measures. There was no addiction in Yugoslavia, and the problem of illicit traffic dated only from the last two or three years, while clandestine manufacture was even more recent. The problem was thus entirely new to the Yugoslav authorities and to the people. The Government had accordingly instituted propaganda to show the disastrous effects of narcotic addiction abroad. Particular reference might be made to Circular Letter 13121, of June 14th, 1937, addressed by the Ministry for Foreign Affairs to the Ministry for the Interior and the Ministry for Finance. After stressing the importance of bringing home to the competent authorities the disquieting situation in regard to the illicit traffic in Yugoslavia and the consequences of that traffic for certain foreign countries, more particularly the United States of America—“ all opium imported illicitly is destined to poison hundreds and hundreds of human beings ”—the Ministry for Foreign Affairs requested the two Ministries concerned to give instructions to their subordinate services to exercise increased vigilance over traffickers, and announced that further measures for the repression of the illicit traffic in Yugoslavia would be notified in due course. The Ministry for Finance had duly informed its services, more particularly the Customs authorities, by circular No. 553 of June 24th, 1937, of the above communication. The Ministry for the Interior had likewise sent instructions by circular No. 2023, dated June 18th, 1937, to the Banovines, to the Prefecture of Belgrade, to the officer commanding the gendarmerie and through them to the authorities throughout the country.

A further letter, No. 22926 of November 1st, 1937, had been addressed by the Ministry for Foreign Affairs to the Ministry for the Interior on the same subject and an exchange of correspondence had followed. In one significant passage of a circular addressed to its subordinate services, the Ministry for the Interior asked for detailed lists of all persons engaged in, or suspected of being engaged in, traffic in narcotic drugs, gave orders that no passports for leaving the country should be issued to such persons and that any passports so issued should be withdrawn; suspect individuals were to be shadowed, and the Yugoslav consulates abroad were informed if such individuals left the country; trains entering or leaving the country were to be the subject of stricter control and larger bonuses were to be paid to informers and official organs instrumental in detecting cases of opium-smuggling.

Press articles had also played an important part in educating and influencing public opinion. *Policija* (Police), a weekly paper subsidised by the Government, contained a comprehensive survey of the significance of the illicit traffic and a description of the League's work, in the number for February 1938, a copy of which was at the Committee's disposal.

On the other hand, a whole series of measures had been taken with a view to setting up a stricter administrative system of control. M. Gavrilovitch wished to say a few words concerning the machinery set up for the enforcement of this new system of control. Such matters were in the hands of the Ministry for the Interior, which had not previously had any specialised organ. By a Decree of October 24th, 1937, it had set up the International Police Department, which was now in constant touch with foreign authorities and with the Criminal Police Commission at Vienna. Through this Department, it was possible to arrange more satisfactorily for an exchange of documentation and for the practical study of specific cases of traffic.

Progress had also been made in the control of manufacture and of the opium traffic in general. Under the old system—which had been in force up to March 1938—growers were not obliged to sell all their opium to the "Prizad", the semi-monopoly organisation, whose agents had purchased on the markets held periodically. Now, under the new regime, special motor-lorries were sent from place to place to collect the opium immediately after the crop was harvested; the grower could thus get rid of all the opium on his hands in return for ready money, and was less tempted to sell to the illicit dealers.

By a Decree of April 1938, the Ministry for Commerce and Industry had instituted a Commission to enquire into the manufacture of alkaloids. A special controller had been permanently attached to the factory at Skopje, which could not in future purchase raw opium from the growers but must buy solely from the "Prizad".

Some reference might be made to the question of bonuses paid to informers. Cases of the illicit traffic were difficult to discover, unless some accident occurred or information was laid before the authorities. In 50% of such cases, there had been an informer. The authorities attached great importance to this question. The article in *Policija* also discussed the question and recommended the payment of bonuses to informers.

M. Gavrilovitch dealt last with the legal aspect of the problem.

Certain difficulties were encountered in the repression of narcotics offences in Yugoslavia, amongst others, those arising out of procedure. A trafficker charged with an offence was first examined by the authority of first instance (the Ministry for the Interior) and could appeal, on conviction, to the Ministry for Commerce and Industry. Under the Yugoslav procedure, a decision of one administrative authority could, as a general rule, be submitted, at the request of those concerned, to the Council of State. The question that arose was whether decisions concerning narcotics offences came within that category; if so, the procedure was long. The case of Tomasović had proved that that was so.

The question of penalties for narcotics offences was very important. The penalties were at present light, the law having been passed in 1931 when the illicit traffic was inconsiderable and clandestine manufacture non-existent. The disturbing increase in the traffic since that date had now made it necessary to increase the penalties. The Yugoslav Opium Advisory Commission had discussed the possibilities of framing a draft law for submission to Parliament, a procedure which would have taken from two to three years. It had, therefore, decided that more rapid results could be obtained by taking advantage of the annual Finance Law. This procedure was quite exceptional; nevertheless, it had been adopted. Thus, Article 75, paragraph 4, of the Finance Law for 1938/39 now contained a provision authorising the Minister for Commerce and Industry, with the approval of the Council of Ministers, to "promulgate a decree law amending and supplementing the Law on Narcotic Drugs, of November 30th, 1931". In virtue of that provision, in the Finance Law on the budget for the present year, which had come into force on April 1st, 1938, measures for increasing the penalties for narcotics offences, which at present might not exceed a fine of 50,000 dinars or imprisonment for thirty days, were being considered. An Interministerial Commission could be decided, one preliminary point had still to be settled: had the administrative authorities the necessary competence to act—and to act quickly—in narcotics offences, or must such cases go through the long procedure of the regular courts? The difficulty lay in the fact that, under the general legislation in force in the country, penalties exceeding imprisonment for thirty days must be pronounced by the regular courts.

M. Gavrilovitch hoped that the foregoing statement had given some idea of the resolute efforts made by the Yugoslav Government to arrest the illicit traffic.

Mr. FULLER (United States of America), Chairman of the Sub-Committee on Seizures, said that the United States Government took great interest in the efforts of the Government of Yugoslavia to arrest the beginnings of illicit traffic in that country. His Government realised the difficulties of the situation, appreciated the Yugoslav Government's efforts, wished it success and was prepared to co-operate in every possible way.

M. FERNANDES (Portugal) wished to reply to the remarks of the Chinese representative on the position of the illicit traffic in the Far East. Every year, the Committee was informed of seizures in the Far East which were too readily attributed to Macao, in the form of vague accusations that did not correspond with the facts. Those accusations were not even based on presumptive evidence, but on mere supposition not worthy of a reply. Documents O.C.S./Confidential./184, of January 19th, 1937, and O.C.S./Confidential./322, of August 18th, 1937, were cases in point. In the instances referred to, the competent American authorities expressed no opinion as to the origin of the drugs seized. That, however, had not prevented the cases of contraband from being brought to the notice of the Portuguese Government on the supposition that the drugs were of Macao origin. The matter had already been referred to by the Chairman of the Sub-Committee on Seizures, and it was not necessary to revert to it. M. Fernandes desired, however, to repeat that the Macao Monopoly mark was "Lion", and not "Lion and Globe", "Tiger", "Red Lion", "Cock", "Elephant", etc., which were frequently found and had nothing to do with the Monopoly. Illicit traffickers had evidently been trying to put the authorities on a false scent in the countries where they were operating and had been forging the marks of the different Monopolies in the Far East. It might be added that the clandestine manufacture of opium was absolutely impossible in the colony, owing to the strict supervision exercised there.

Dr. Hoo Chi-tsai (China) thanked the representative of Portugal for his reply. He would transmit the information to his Government, which would be glad to hear of the efforts made by Macao to arrest illicit traffic and clandestine manufacture.

The CHAIRMAN thanked Mr. Fuller, Chairman of the Sub-Committee on Seizures, for his report and the United States authorities for their efforts to assist the Advisory Committee in combating the traffic; their co-operation was most valuable.

Mr. FULLER (United States of America), Chairman of the Sub-Committee on Seizures, said that the drug problem in the United States of America was perhaps greater than in any other country. The co-operation which the United States authorities received from other countries put them under an obligation to co-operate also to the best of their ability.

M. SILIANOFF (Bulgaria) simply wished to recall the declarations made in the Committee by representatives of Bulgaria concerning the question of penalties for offences in connection with the drug traffic.¹ The Committee would remember that, as the result of representations by the delegation, a study had been made of the question of introducing heavier penalties, including imprisonment for serious offences. While the report of the Sub-Committee this year did not mention Bulgaria, M. Silianoff wished to say that the delegation had just been informed that the draft law governing that matter had been finally established and transmitted to the Ministry for the Interior—the competent Ministry—with a view to its approval by Parliament, which had just been convened. The draft law provided for heavier penalties, in the form of imprisonment and fines, for those offences connected with the drug traffic which were of some importance. It represented further progress also, in that it embraced the provisions governing the question of narcotic drugs as a whole, whereas, previously, the relevant texts had been embodied partly in the public health law and partly in the law for the improvement of agricultural production.

Mr. FULLER (United States of America), Chairman of the Sub-Committee on Seizures, said that the Bulgarian report had not been received in time to discuss it in the Sub-Committee. He suggested that mention should be made of the Bulgarian representative's statement in the Committee's report to the Council.

Mr. Fuller's proposal was adopted.

The Committee adopted the report by the Sub-Committee on Seizures and decided that it should be annexed to its report to the Council.

1274. Situation as regards the Ratification of, Accession to or Application of the Conventions and Agreements relating to Opium and Other Dangerous Drugs : List prepared by the Secretariat.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the list before the Committee was at present confidential, as the Secretariat had thought it desirable that Governments should have an opportunity of checking its work before making the list public.

¹ See Minutes of the Twenty-second Session of the Committee, page 88.

Colonel SHARMAN (Canada) said that the document would be most useful. The material contained in it was obviously public information and he hoped that it might be made public as soon as possible.

Dr. Hoo Chi-tsai (China) endorsed the Canadian representative's remarks. He suggested that it should be possible to obtain without difficulty precise information concerning the territories to which the various Conventions applied by consulting the Protocol of Signature. Reservations excluding any territory from the field of application of the Convention should be specifically mentioned at the time of signature.

The CHAIRMAN said that he had found some difficulty in obtaining full and accurate information from the various instruments themselves.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the Secretariat had established the list on the principle that, in the absence of any reservation at the time of signature, the Convention applied to all the territories of the signatory State. It would be glad to be assured that the list was accurate. Territorial changes had occurred since some of the Conventions were concluded; the Hague Convention of 1912 was a case in point.

M. BOURGOIS (France) asked for the deletion of Kerguelen, where there was only one inhabitant.

Agreed.

The Committee decided to communicate the list prepared by the Secretariat to Governments, requesting them to make by a given date any corrections that might be necessary.

1275. Measures to prevent and detect Clandestine Manufacture of Narcotic Drugs (O.C./Confidential/42(3)).

M. RENBORG, Acting Director of the Opium Traffic Section, recalled that a confidential memorandum by the Secretariat on clandestine manufacture had been circulated to Governments with a request for their opinion (Circular Letter 196.1936.XI). The Committee had examined a number of replies at its last session.¹ It had noted that certain Governments appeared to be under the impression that there was no need for special vigilance in regard to clandestine manufacture in places where there was no addiction to narcotic drugs. It had been pointed out, however, at the twenty-second session, that the absence of drug addiction within a country did not necessarily mean that clandestine manufacture of drugs intended for the international illicit traffic was excluded and that almost any country where special measures were not taken might serve as a base for clandestine manufacture. Those points had been brought to the notice of Governments by Circular Letter 196.1937.XI; they had also been requested to arrange for the exchange of information on chemical analyses of drugs seized in the illicit traffic to be included in their reports, for communication to the parties to the 1931 Convention. The Committee now had before it the replies to the circular letters of 1936 and 1937. He referred briefly to the tenor of those replies.

The original memorandum prepared by the Secretariat had contained certain information which was not to be made public, and the document had accordingly remained confidential. The present document (O.C.S./Confidential/42(3)) did not appear to present such features.

The Sub-Committee on Seizures had said in its report that it had not discussed clandestine manufacture, which appeared as a separate item on the Committee's agenda.

The Committee took note of document O.C.S./Confidential/42(3).

1276. Illicit Traffic in Narcotic Drugs by Aircraft (documents O.C.1714 and O.C.1714(a)).

Mr. Tombs, Communications and Transit Section, came to the table of the Committee.

Mr. TOMBS said that the Transit Section had acted as intermediary between the Advisory Committee and the International Air Navigation Commission (C.I.N.A.).²

The Committee would see from document O.C.1714 that the C.I.N.A. had referred the question of illicit traffic in narcotic drugs by aircraft to its Special Committee for the Study of Customs Questions. On the basis of two reports from that Special Committee and a report from the Legal Sub-Committee, the C.I.N.A. had adopted three resolutions, which its Secretary-General had been asked to communicate to the Advisory Committee on Traffic in Opium and Other Dangerous Drugs. As the Advisory Committee was aware, the C.I.N.A., which was composed of Governments, was also obliged to communicate to States parties to the 1919 Convention any resolutions it might adopt. The Transit Section had suggested to the Director of the Opium Traffic Section that the Opium Committee might perhaps wish to make certain suggestions or to approve the resolutions of the C.I.N.A.

¹ The Minutes of the discussion were not published

² See Minutes of the Twenty-second Session of the Committee, pages 11 and 122

Document O.C.1714(a) contained observations communicated by the representative of the United Kingdom in regard to the three resolutions of the C.I.N.A. contained in document O.C.1714. Mr. Tombs did not propose to refer to the substance of those observations, but noted that the United Kingdom Government had been represented on the C.I.N.A.'s Special Committee for the Study of Customs Questions, on its Legal Sub-Committee and on the Plenary Committee. He desired to emphasise the valuable work done by the C.I.N.A. in response to the request for an opinion on the point which had been raised by the Advisory Committee.

Major COLES (United Kingdom) said that there was nothing he could usefully add to the observations embodied in document O.C.1714(a). Those observations had been prepared in collaboration with the Customs Administration, the Air Ministry and the Civil Aviation Department in the United Kingdom.

Mr. FULLER (United States of America) made the following statement :

The recommendations of the International Air Navigation Commission which were set forth in League document O.C.1714 have been placed before the American Government's Inter-departmental Committee on Air Navigation for study and examination. As soon as that Committee has concluded its consideration of the subject, a further communication will be sent to the Secretary-General for distribution to the members of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs.

Supplementing the information placed before the Opium Advisory Committee some years ago, in regard to the organisation and equipment of the Aerial Border Patrol in the United States, the Committee will be interested to know that all of the aeroplane activities of the Treasury Department continue to be consolidated under the control of the coast-guard.

Aerial patrols operate regularly in the areas adjacent to the Mexican border. Sufficient additional aircraft are detailed to meet particular situations as they arise.

The northern border of the United States is not generally considered to be used to any extent for the smuggling of narcotic drugs.

In addition to regular patrols, experimental flights have been made in areas other than those adjacent to the Mexican border with a view to determining the feasibility and desirability of establishing aerial patrols to combat various types of smuggling.

The aerial patrols are closely co-ordinated with water and land patrols of the coast-guard and with the activities of the other Treasury enforcement agencies, especially with reference to obtaining and disseminating information concerning illegal air activities. It is believed that at present aerial patrols, operating as they do in collaboration with other enforcement agencies, have been of preventive value and have contributed materially to the suppression of illicit narcotics traffic by air. A great many reports have been received, although in apparently diminishing volume, relative to suspicions that narcotic drugs were being smuggled by air. Although these reports have been exhaustively investigated, no aircraft have been seized in the three-year period from July 1st, 1934, to June 30th, 1937, in connection with illicit smuggling of narcotic drugs. Only three aircraft were seized during that entire period for all causes connected with smuggling.

In the fiscal year July 1st, 1934-June 30th, 1935, one aircraft was seized and the seizure took place in the Atlantic coast area. In the fiscal year July 1st, 1935-June 30th, 1936, two were seized, one in the Atlantic coast area and one on the Pacific coast. On the fiscal year July 1st, 1936-June 30th, 1937, no aircraft were seized for causes connected with smuggling. This is in contrast to the seizure of nineteen aircraft in the two-year period preceding July 1st, 1934.

As I have said, the northern border of the United States is not thought to be used to any material extent for smuggling narcotics into the country. As to the southern land boundary, the persons responsible for the smuggling of narcotic drugs do not at present resort to aircraft as a means of transportation, although it is considered that such use of aircraft is an ever present possibility. A condition which formerly existed in the vicinity of Florida and which was the cause of some concern at the time, has now been entirely corrected and no suspected aircraft are known to be operating in that area at the present time.

It is felt that the real risk of the illicit introduction of narcotic drugs is through privately-owned aircraft. Regular commercial lines terminating in the United States operate from or through countries which are or have been considered to be sources of supply for narcotic drugs, but the difficulty of concealing drugs on commercial aircraft of this type, the rigid control exercised over the operation of such aircraft, the high quality of the operating personnel, and rigid Customs supervision tend to minimise the danger from this quarter.

Numerous cases have been encountered where the regular air express or air mail facilities of commercial aircraft have been utilised for the distribution within the United States of narcotic drugs which have been falsely declared or manifested. Cases have also been encountered in which narcotic drugs have been transported in the baggage of passengers on aircraft operating within the United States. This mode of distributing narcotic drugs is apparently becoming more prevalent with the extension of commercial aircraft transport facilities and with more general public acceptance of this mode of conveyance.

On the other hand, it is not believed that the favourable picture just presented constitutes any reason or justification for relaxation of vigilance, nor should it be taken to indicate any

lack of concern with respect to the possibilities for the smuggling of narcotic drugs by aircraft. It is felt that the preventive effects of the Treasury Department agencies have had a salutary effect and it is planned to continue the same vigilant control.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the resolutions adopted by the C.I.N.A. showed what trouble that authority had taken to help the Advisory Committee. The resolutions covered (1) special measures to control aircraft and goods and (2) close collaboration between the competent authorities in the different countries to prevent the smuggling of narcotics by air. During the past year, the Secretariat had been notified of only one case of an attempt to smuggle drugs by air—to Egypt. The attempt had failed, owing to the vigilance of the Egyptian authorities.

M. Renborg thought that the Committee might wish to express to the C.I.N.A. its appreciation of the work done and the practical suggestions put forward by that body. Even if smuggling by air were not widespread at present, one never knew when the danger might arise. The work done by the C.I.N.A. might thus be of very great help in the future. M. Renborg suggested that the Advisory Committee might wish to include in its report to the Council an appreciation of the C.I.N.A.'s work and suggestions, which had, he noted, already been forwarded to Governments.

Mr. TOMBS, Communications and Transit Section, said that the Transit Section would be glad to have a copy of Mr. Fuller's statement to send to the C.I.N.A.

Colonel SHARMAN (Canada) and Dr. CARRIÈRE (Switzerland) associated themselves with the suggestion that an adequate tribute should be paid to the work of the C.I.N.A.

The CHAIRMAN thanked Mr. Tombs for his collaboration.

The Committee decided (1) to ask the Secretariat to express its thanks to the C.I.N.A. and (2) to mention the matter of the C.I.N.A.'s collaboration in its report to the Council.

Mr. Tombs withdrew.

1277. Measures to prevent the Use of Ocean-going Steamers for Illicit Traffic and Supervision in the Larger Seaports (documents O.C. 1728 and O.C. 1728(a)).

M. RENBORG, Acting Director of the Opium Traffic Section, said that the Committee had before it document O.C. 1728, and document O.C. 1728(a), the latter containing more particularly information regarding Japan. He also directed the Committee's attention to Chapter V of the report of the Sub-Committee on Seizures.¹ The question of illicit traffic by sea had been raised a few years previously in the Advisory Committee, more particularly by the United States representative. M. Renborg gave the Committee a brief summary of document O.C. 1728 and quoted the specific recommendations which it had itself made in regard to measures of supervision in the larger seaports :

(1) The local representative of the central narcotic authority to be responsible and have authority over all agents engaged in preventive work, in so far as narcotic drugs are concerned ;

(2) Complete documentation in regard to suspected international traffickers should be available to such local representative of the central narcotic authority ;

(3) Specialised agents from other places who are not locally known to be detailed from time to time for preventive work in the port.

Document O.C. 1728 gave a summary of the observations of Governments on those recommendations. Opinion was on the whole favourable to the Advisory Committee's suggestions, which had in some cases already been put into effect, especially in countries in which the illicit traffic was prevalent. Document O.C. 1728(a) referred to the specific measures taken in Japan by the shipping authorities or the Japanese authorities themselves, and also to the Imperial decree providing that ships might not carry narcotic drugs in their medical supplies.

The matter had been discussed by the Sub-Committee on Seizures (Chapter V : " Measures designed to combat the illicit Traffic ", paragraph 1). Document O.C. 1728, referring to replies received from Governments, contained two paragraphs, as follows :

" It is suggested that the Advisory Committee may wish to consider the results of the enquiry with a view to making definite recommendations.

" The Sub-Committee on Seizures might make proposals to the Committee for this purpose."

The suggestion had been discussed in the Sub-Committee on Seizures and it had been unanimously of the opinion that (1) the information available to the Committee showed that the Governments interested had already taken, with success, measures to prevent smuggling by ocean-going steamers and (2) that, in the circumstances, it was unnecessary for it to make further suggestions ; it felt that the results achieved were satisfactory for the time being and that there was no need to go further into the matter for the present.

¹ See the Report of the Committee to the Council on the Work of its Twenty-third Session, Annex III.

The CHAIRMAN thanked M. Renborg for his statement interpreting correctly the opinion expressed by the Sub-Committee on Seizures. The Advisory Committee would, he thought, endorse that opinion.

The Committee endorsed the opinion of the Sub-Committee on Seizures.

1278. Communiqués by the Information Section concerning the Meetings of the Advisory Committee.

M. Pelt, Director of the Information Section, came to the table of the Committee.

The CHAIRMAN said that the Committee had thought it desirable to discuss with the Director of the Information Section the question of the *communiqués* relating to the Committee's proceedings. The Committee had had occasion in the past to criticise the tenor of the *communiqués*, and at the present session inaccuracies had been brought to its notice which should not be allowed to pass unchallenged. He trusted that mistakes might be avoided in the future. The Committee did not receive copies of the *communiqués* as part of its regular documentation and might thus remain in ignorance of inaccuracies which were being inadvertently circulated. He suggested that the Information Section might make fuller use of the co-operation of Mr. Duncan Hall, who possessed special knowledge in the matter of narcotics.

Mr. FULLER (United States of America) said that he would be glad if the misstatement of his remarks concerning heroin at a previous meeting could be corrected.

Colonel SHARMAN (Canada) also referred to his observations on the subject of heroin which, he was informed, had been incorrectly reported—he had not himself been supplied with the *communiqué*. He wished to re-emphasise the fact that the consumption of heroin in Canada was not high; he had simply explained, in reply to a question, that it was relatively high compared with the United States, where the consumption, as Mr. Fuller had pointed out, was practically *nil*.

Dr. CARRIÈRE (Switzerland), said that the Committee had discussed, on previous occasions, the question of *communiqués* for the Press. The matter was important, as certain attacks to which the Committee had sometimes been subjected on the part of the Press were due to inaccuracies in the *communiqués*. He had once suggested that, instead of leaving the whole responsibility for such *communiqués* to the Information Section, some form of co-operation with the Opium Traffic Section should be instituted. The Information Section could not be expected always to ensure perfect accuracy in regard to such highly technical matters as those with which the Committee dealt. Was his suggestion feasible?

M. PELT, Director of the Information Section, apologised to the Committee for the mistakes which had been brought to his notice by the Chairman and other members. He could give them an immediate assurance that corrected statements would be issued, in co-operation with the speakers concerned. Any mistakes that occurred in the *communiqués* were as distressing to him as to anyone, and he trusted that they would not occur again.

The Chairman had suggested that Mr. Duncan Hall might co-operate in the matter of *communiqués*. He hoped that that might be possible later, but Mr. Duncan Hall was at present engaged on other work in the Information Section.

Referring to Dr. Carrière's suggestion concerning co-operation with the Opium Traffic Section, M. Pelt said that he would be glad to arrange it. He would ask the Opium Traffic Section to ensure that there should be no delay in issuing the *communiqués*, as the Press was always anxious to have them very quickly.

He would be glad if the Committee would examine the *communiqués* carefully and inform him at once if any statement was found to be incorrect. Copies of the *communiqués* would be sent to the Committee for the future. The reason that they had not previously been distributed was that League Committees did not generally ask for them specially, but read them as they appeared in the Press.

The CHAIRMAN thanked the Director of the Information Section for his assurances and ready co-operation.

M. RENBORG, Acting Director of the Opium Traffic Section, said that he would detail one member of the Opium Traffic Section to co-operate with the Information Section.

M. Pelt withdrew.

EIGHTH MEETING (PUBLIC)

Held on Monday, June 13th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Czechoslovakia, Greece, Peru, Poland and Uruguay.

1279. Examination of the Situation in the Far East (documents O.C.1564 (e), (f), (g) and (h)).

The CHAIRMAN thought it advisable, in view of the disturbed situation in the Far East, to recall that the Advisory Committee on Traffic in Opium and Other Dangerous Drugs was a technical body responsible for advising the Council of the League of Nations regarding the campaign against the abuse of opium and other narcotic drugs. The sole purpose of the Committee's deliberations, therefore, was to discuss questions which had a direct bearing on that campaign. The Chairman felt sure that the Committee would agree that it was solely from this standpoint that the situation in the Far East could be discussed at the present meeting.

M. AMAU (Japan) made the following statement :

When the Japanese Government received from the Secretary-General of the League of Nations the communication relating to the discussions on the situation in the Far East as regards clandestine manufacture and the illicit traffic in narcotic drugs, which took place during the twenty-second session of the Committee in June 1937,¹ my Government gave careful consideration to the resolution adopted by the Advisory Committee and to the statements made by the representatives of various Governments, particularly the United States of America, Egypt and Canada. Certain allegations made by members of the Committee concerning conditions existing in "Manchukuo", North China and elsewhere were so grave that my Government took immediate steps to examine carefully the alleged situation and to rectify as far as possible—within the limits of its authority—the conditions concerning which these allegations were made.

It is my duty, therefore, in this annual review of the situation in the Far East to explain to you, first, the point of view of my Government as regards the opium and drug traffic situation in the Far East since 1936, and secondly, to report to you the efforts of my Government to ameliorate the situation in suppressing the illicit traffic in opium and dangerous drugs. This report, in substance, constitutes the reply of my Government to the circular letter referred to above.

On this occasion, my Government desires to reaffirm that its policy of suppression of the evils of the abuse of opium and other dangerous drugs remains unaltered. It may not be superfluous to recall at this time an historical aspect of the work of our Committee, even though the members of the Committee are all familiar with the opium and drugs problems both in their national and international aspects. As you are all aware, my Government has participated in the work of the Committee without interruption from its very inception. In this international effort my Government had one desire—namely, to co-operate with other Governments in order to achieve our common aims and purposes, to which the Committee has devoted its energies in the last eighteen years. As the League has been entrusted with the task of co-ordinating the effort of various countries, my Government decided, even after its withdrawal from the League, to continue its participation in this humanitarian work, so long as the Committee keeps its traditional policy of fairness and impartiality in reviewing the world situation as regards the opium and drug traffic.

The Committee, by the resolution which it adopted last year, asked my Government, among other questions, for observations on the facts disclosed by the discussion on the situation in the Far East. In order to reply to this request and clarify certain points and conditions, I may be permitted to make a few remarks on points raised in the discussion last year.

In reading the statement of the representative of the United States of America, one might infer that, wherever Japanese subjects or Japanese influence were found, Japan or Japanese people were to be blamed for the conditions existing in the given territory. It is needless to say that the Japanese Government is entirely ready to carry out its responsibilities for the Japanese found in China, and is ready to exercise full control over them, but no such control can be exercised by my Government over the Chinese or other nationals who are not under our jurisdiction. Although the United States representative mentioned Kalgan as an example, it could not be regarded as being controlled by my Government, or as being under Japanese influence, since in Kalgan there existed in 1936 a Government quite independent of Japanese influence. I do not intend to criticise the United States representative on this point, for certain statements were purposely circulated at the time. The recent incident in North China, which has led to the present hostilities, clearly confirms my contention.

¹ See Minutes of the Twenty-second Session of the Committee, pages 52 to 68 and 104.

Therefore, as concerns the opium and drug traffic conditions existing there, the Japanese authorities had neither power nor influence to control those conditions, except in the case of the Japanese subjects engaged in the illicit traffic. As for the province of Fukien, our influence was negligible. We had only particular interests in the Japanese subjects, of Formosan origin, who had long been residents there. In this whole question of Japanese influence and the drug traffic, we are fully ready to assume responsibility for the illegal acts of Japanese subjects in China, but the Japanese Government could hardly be called upon to assume such responsibility for conditions over which it has no influence or authority.

The United States representative in his statement touched upon very important points concerning the conditions in China. I refer to the shipment of 17 tons of opium from Yunnan to the Chinese coast, and to the manufacture of black base and other opium derivatives in Szechuan and Kansu and other outlying provinces which are remote from either Japanese or other foreign influence. In the latter part of my report I shall return to these points. They are points which also go to show that the problem is an extraordinarily extensive one, as the Committee should always keep in mind when reviewing conditions in China.

The discussion at the last session dealt at length with the conditions in "Manchukuo". On this point, I have no further comment to add to my statement made in the Seizures Subcommittee, copies of which are now available to all the members of this Committee. I may be allowed to say on this occasion that Japan renounced in 1937 her extra-territorial rights in "Manchukuo" and transferred to the "Manchukuo" Government the administration exercised by the Japanese Government in the railway zone, thus making an important change in opium and narcotic administration in "Manchukuo". Having just passed her experimental stage of five years, the "Manchukuo" Government is now counting upon the ten-year plan to suppress completely the evils of both opium and drug addiction. The year 1937 was notable for the initial step in launching the campaign against this social scourge—the expulsion of 6,000 illicit traffickers from the country on the enforcing of the new drug regulations. In all these measures, my Government spared no effort in co-operating with the "Manchukuo" Government in order to achieve the desired result. In this connection, I may be permitted to present for your examination copies of a pamphlet issued by the Government of "Manchukuo" relating to the opium and drug policy of that country.

SITUATION IN CHINA

The Committee at its last session examined the annual report presented by the Chinese Government for the year 1935 and, during the present session, the report for the year 1936. The Committee should not fail to realise the magnitude of the problem which the Chinese Government had to face in its effort to control the opium and drug traffic in the vast territory. According to the 1935 report, in the seven provinces which returned figures of production of opium, the quantity produced was reported as 3,740 tons. In the six provinces which reported figures for production in 1936, the amount was 1,611 tons. To this quantity must be added the amount produced in 1936 in Yunnan, where it was reported in 1935 that the amount produced was 422 tons. If we compare these figures with those of the entire world production in the years 1935 and 1936, we may be able to grasp the real importance of the problem of the production of opium in China.

This problem of the production of opium in China, however, is only a part of a still vaster problem. The report of 1936 gave the figure of over 3 millions and a half for the addicts who had been registered by the end of that year, and this may not be a complete list of the addicts in the country. In face of the figures of the production of some 2,000 tons of opium a year on the one hand and of three or four million addicts on the other, I am sure that the Committee is anxious to know the amount of the consumption of opium in the country, and of the stocks which were carried over from one year to another. The Committee is also interested to know the actual control exercised at the different stages of the operations, from the cultivation of poppies and the production of opium to the final deliveries to the registered addicts. We have been told of the escape into the illicit traffic of 17 tons of raw opium produced in Yunnan and of the black base which is manufactured from opium in outlying provinces, but at present the Committee has no means of estimating the total amount of opium produced, and what proportion of this huge quantity has escaped into the illicit traffic.

Since the Committee feels anxiety as to the conditions existing in China as regards clandestine manufacture and illicit traffic, and since my country is blamed as solely responsible for the situation created in certain parts of China, it has been necessary to bring out clearly the part played by the Chinese in all these illicit undertakings, and particularly in the manufacture of so-called black base, in those outlying provinces where the Japanese subjects are for once exempt from the charge usually brought against them.

SITUATION IN NORTH CHINA

Since considerable interest has been shown in conditions in North China in the discussions of the Committee recently, I may be permitted to deal with this matter here.

According to all the information received by my Government, Suiyuan has always been, in the past, one of the many distributing centres of opium in North China. In other parts of China there existed a number of similar centres. The Suiyuan market used to receive opium from two producing provinces—namely, Kansu and Ninghsia—while Suiyuan itself was a large producing territory. It was reported that the amount of opium which passed through the trade in that province reached about 600 tons a year. In September 1936, General Yen-Hsi-shan, Governor of the Province of Shansi, dispatched General Wang-Ching-kuo, Divisional Commander of the 70th Division, to the west of Paotow, in Suiyuan, to requisition opium from the farmers of Ninghsia and Kansu, in order to raise funds for meeting military expenses. The wholesale opium merchants who bought opium from the producers in those two provinces, as well as in the Province of Sinyuan, purchased annually over 7,000,000 liang, in other words 264 tons (a liang = 37.8 gr.) from Kansu; and over 3,000,000 liang from Ninghsia, and about an equal amount from Suiyuan. A part of this opium was consumed in those districts, but by far the larger quantity was sent out of the provinces.

The opium was distributed under licences issued by the Opium Control Bureau to the wholesale houses as well as to the retailers. There were seven kinds of taxes imposed upon opium, as well as on the dealers of opium, such as consumption, transit of various kinds and monthly fees for licences for dealing in opium. The taxes and fees thus collected amounted to over one million Chinese dollars annually, out of which more than 80% was allotted to military expenses for the 38th and 143rd divisions and for the police forces, including a monthly remittance of 2,000 dollars granted to the so-called Christian General, Feng-yu-hsiang, who had been a former chief of this territory.

It appears that opium was transported from Suiyuan by military trains to Peking and Tientsin and other provinces, under the direct supervision of the Chinese army. On account of the cheapness of transportation by the military trains, the opium from Suiyuan was sold very cheaply in Peking.

This was the state of affairs which always existed in North China, and which has come to light only recently. It is reported that such similar conditions exist in other parts of China.

When the Committee discusses the question of the illicit traffic in China, of which the situation in North China is a part, it must keep constantly in mind the existing situation as being the background. All the present problems of opium and drug traffic must be approached in the light of that situation as it actually is.

THE JAPANESE POLICY IN DEALING WITH OPIUM AND ILLICIT TRAFFIC IN CHINA

In the statement I made in the Seizures Sub-Committee, I explained at some length the measures recently adopted by the Japanese authorities for the suppression of the illicit traffic in Japan proper and in her possessions, and I need not dwell upon them again here to-day. Japan's policy in China as regards suppressive measures for the illicit traffic is not at variance with the measures enforced in Japan itself, and Japan will not deviate from its traditional policy of suppressing offences, co-operating in this with other Powers, in order to eradicate the evils of opium and narcotic drugs.

Peking was one of the centres of distribution of opium in Northern Hopei under Chinese control and consumption there was estimated at about 25 to 30 tons a year. Addicts were permitted to smoke opium by registering at the Police Bureau. There were in Peking seven wholesale dealers and about 200 retailers of opium.

As to the control of the Japanese subjects who were engaged in the illicit traffic in Peking, the Japanese authorities exercise a strict control over those of their nationals who found their way into Peking for the purpose of engaging in the illicit traffic.

When, in 1937, the campaign was launched by the "Manchukuo" authorities against the illicit traffickers in that country, a large number of the Korean traffickers fled to North China, and Peking became one of the centres for these refugees, since there was a large number of Koreans in that city. The Japanese authorities were aware of the situation and increased the police forces in Peking. This enabled them to control the undesirable elements and they deported over 60 Koreans. The authorities are doing their utmost to solve the problem of these Koreans, who are almost destitute, and procuring them some sort of livelihood. I will deal with this question later.

The situation in Tientsin has been described in my statement made in the Seizures Sub-Committee (document O.C.S.313(g)) and I need not dwell on it again, except to give some additional information which I have received from Tokio.

Reference has often been made to the clandestine manufacture of drugs in Tientsin by Japanese subjects, but our authorities, after the arrest of organised bands of illicit manufacturers in June 1937 and the strenuous efforts they have constantly exercised since then, are in a position to affirm that there now exists no clandestine manufacture in the Japanese Concession of Tientsin. They are ready to investigate any suspected cases of such manufacture, if they are furnished with concrete information based upon actual facts. It is needless to say that they are not prepared to admit responsibility as regards the unfounded accusations which have been frequently and widely circulated. I assure the Committee that the Japanese authorities will appreciate any co-operation from Powers interested in the suppression of illicit manufacture. The Japanese authorities are also sparing no effort to suppress opium-smoking dens in the Japanese Concession of Tientsin. We continue not only to punish the offenders

but also to deport them. From 1936 up to the end of April of the present year, the Japanese authorities have deported no fewer than 288 Japanese and Korean subjects from Tientsin, forbidding them to re-enter China for a period of from two to three years. This method of punishment has been adopted by the Japanese consular authorities in the case of traffickers found guilty of a second offence. Although we need not show any clemency to criminals in the matter of opium and drugs, we have also to consider their living conditions. Most of them are, as I said before, really destitute. We have to punish them and at the same time we have to provide them with a livelihood.

We have been considering this problem for a number of years. I am happy to state that the relief measures designed for the rehabilitation of destitute Koreans, including model farms, may shortly be realised. Under the old regime, such a plan could not have materialised as it was always opposed by the Chinese authorities.

As the result of the outbreak of the recent hostilities in China, all the Japanese subjects residing in the hostile areas of the country have been evacuated, while a large number of the Japanese formerly settled in Shanghai have left for Japan. The Japanese authorities, in order to deal with the drug problem effectively, are taking precautionary measures and, in particular, are not giving a permit to return or to proceed to Shanghai or any other port of China to individuals who have a criminal record, especially where offenders against narcotic regulations are concerned.

Dr. Hoo Chi-tsai (China) spoke as follows :

My statement to-day on the situation in China will unfortunately not be the statement which I would have liked to make. The misfortunes which have befallen my country since the Advisory Committee's last session have tragically affected the whole of our national life, and have also made great changes, which we could not control, in the circumstances attaching to our campaign against narcotic drugs.

I shall deal first with the situation immediately preceding the outbreak of hostilities, then with the administrative changes which we had recently to make in our organisations responsible for combating the abuse of narcotic drugs, and, lastly, I shall describe to you the new circumstances in which our anti-narcotics campaign must be conducted.

Before the hostilities, as was recognised in the resolution adopted last year by this Committee, " the efforts of the Chinese Government have brought about improvement " in the situation in China. Continuing its application of the six-year plan, the Chinese Government has succeeded in completely prohibiting opium-poppy growing in sixteen provinces, reducing the area under the poppy crop and the production of opium in seven other provinces, increasing generally the number of disintoxication hospitals and disintoxicated smokers, diminishing to some extent the illicit traffic, and steadily intensifying the propaganda against narcotic drugs; there was every ground for anticipating a continued improvement in the situation.

May I remind you that, last year, Mr. Fuller was good enough to recognise here that the Chinese Government's efforts to reduce the production of raw opium " had met with surprising success ", and that the production of provinces, even like Yunnan and Szechuan, had been reduced by about 50%.

This year, further impartial evidence will be found in the annual report of Indo-China for 1936 (document O.C.1723, page 30), where it is stated, *inter alia*, in 1936 when the measures for the prohibition of poppy cultivation had reached the second zone in Yunnan there was evidence of a certain scarcity of the drug.

Then hostilities began, and as they increased and continued, the Chinese Government has had to make the following administrative changes, which were decided last January :

(1) Commander-in-Chief Chiang Kai-shek, having to devote himself entirely to the direction of military operations, no longer acts as Inspector-General for the suppression of opium, and this post is abolished.

(2) The Central Commission for Opium Suppression is no longer under the authority of the Army Council, but under the Ministry for the Interior. The powers of the Central Commission remain as before—that is to say, the Commission is the body which studies all questions and co-ordinates the work of all the provinces for the suppression of opium cultivation and the abuse of narcotic drugs. It consists at the present time of twenty-three members who meet at least twice a year; three of these members act as " Administrative Commissioners "; they are permanently on duty and have under their orders a staff of some thirty persons, divided into two sections. The Head Office of the Commission is at Changsha, in the province of Hunan.

(3) The Opium Suppression Supervision Bureau, which is responsible for preventing the illicit transport and sale of narcotic drugs and for supervising the transport and sale of opium for registered smokers, and which was placed under the orders of the Inspector-General, now comes under the authority of the Ministry for Finance, the post of Inspector-General having been abolished.

(4) The posts of Special Commissioners of the Central Government for the Suppression of Opium, the holders of which resided permanently in the provinces, have been abolished. The powers of each Special Commissioner have been vested in the Civil Affairs Department of the province where he was resident.

I am glad to be able to inform the Advisory Committee that our determination to apply the six-year plan for the suppression of opium in the territories which are not occupied by the enemy

and to combat abuses of, and the illicit traffic in, narcotic drugs has in no way been weakened by the hostilities. On the contrary, the conditions under which we are at present resisting the invader are more than ever an incentive to us to reduce the area under poppy cultivation in order to be able to produce more food, and to combat the abuse of narcotic drugs in order to have more citizens capable of doing their duty.

No change has, therefore, been made in the regulations enacting the penalties for traffickers or in regard to the supervision of the sale and consumption of opium. The Chinese Government still reiterates its orders that we must continue and redouble our efforts to suppress the abuse of narcotic drugs.

In regard to the cultivation of the opium poppy, the application of our six-year plan has even been accelerated. Thus, in the seven provinces which were still allowed to grow the poppy, two have already abolished poppy growing in accordance with the plan; two have anticipated the date for abolition by two years; two are to effect abolition in 1939, the time-limit originally laid down, and only one single province has had to extend the time-limit for abolition by one year. I refer the Committee to document O.C.1639(a), which I communicated to you in May 1936, and which shows the time-limits originally laid down for the abolition of poppy growing in these seven provinces. May I remind you of the dates, and, at the same time, indicate when abolition has already come or will now come, into effect :

	Original time-limit	Present time-limit
Ninghsia	1937	1937
Shensi	1937	1937
Kansu	1940	1938
Kweichow	1940	1938
Suiyuan	1939	1939
Szechuan	1939	1939
Yunnan	1938	1939

Regarding the extension of the time-limit for abolishing opium-poppy growing in Yunnan, which is referred to also in document O.C.1717, communicated by the United Kingdom representative I have received the following explanations from my Government : only certain parts of eighteen districts and areas have been authorised by the Central Government to continue to grow poppies up to the end of 1939. This authorisation was given because these were districts or areas near the frontier whose boundaries are not all clearly traced, and which are inhabited by tribes unamenable to control. I notice in the report of the Commission of Enquiry into the Control of Opium-smoking in the Far East,¹ a passage confirming what I have said about these tribes : "The independent character of these mountain tribes, their unruly and suspicious spirit, their tendency to lead a nomadic life and the absence of communications have not permitted the institution of an extensive administrative control over them".

In order to supervise the abolition of poppy growing under the Central Government's plan, the Central Commission for Opium Suppression decided this spring to send one special inspector to each of the provinces of Hunan, Hupeh, Shensi, Kansu, Kweichow and Szechuan. Their mission will last from three to four months.

In the case of manufactured drugs, the present hostilities have had at least one gratifying result—the disappearance of Japanese and Korean traffickers in the territories not occupied by Japanese troops. Up to the present, the effect of this phenomenon has been an improvement in the situation in the said territories as regards trafficking in manufactured drugs which, as you are aware, come from areas under Japanese influence.

After mentioning the factors favourable to our anti-narcotics campaign, it is my duty also to tell you now of the fresh difficulties which we are encountering since the outbreak of hostilities :

(1) The extension of military operations and the air bombardments of cities which are even far away from the front have resulted in millions of refugees leaving their homes and even their province. This has created a great problem for registered opium-smokers who are not allowed, under the regulations, to use their licences in a district other than that in which the licence was issued. Normally, they should, when they travel, first obtain a special licence for the period of their journey, which enables them to purchase opium wherever they go. This special licence system cannot, of course, be applied at present, owing to the frequently tragic circumstances in which refugees have to leave their homes. The Chinese Government thus found itself faced with the following dilemma : either to authorise retailers to sell opium without insisting on a smoker's licence being produced, which might lead to an increase in the number of smokers, since everyone would have been able to buy opium ; or to prohibit the sale of opium to all persons whose licences were not in order or had been lost, which might induce smokers to obtain opium or manufactured drugs from illicit traffickers. The Chinese Government has tried to solve the problem by decreeing that smokers able to prove that they were regularly registered may obtain a new licence, which they must produce when buying opium. The sale of opium to smokers without licences is therefore still forbidden.

¹ Document C.635.M.254.1930.XI, Volume II, page 322.

(2) The events now taking place have greatly affected the Chinese Government's scheme for the disintoxication of opium and drug addicts. In 1937, there were more than one thousand disintoxication hospitals, but many of these have now to treat war wounded, which considerably reduces the number of opium or drug addicts who could be treated in such institutions.

(3) In some areas, which have been abandoned by most of the population, licensed retailers have had to close down and illicit traffickers have taken advantage of the situation to sell opium to those who remained behind in the said areas.

(4) As most means of communication are earmarked for military purposes, it is often difficult to transport opium in accordance with current regulations, and this has encouraged illicit traffic in opium.

(5) In the areas situated near the theatre of war operations, which is very extensive, administrative control has naturally been relaxed, and there is a danger of growers taking advantage of this to produce opium, more particularly if they were accustomed to do so formerly.

(6) I come now to the most disquieting danger which has confronted us since hostilities began, and which is calculated not only to efface all the progress hitherto accomplished and to frustrate all the Chinese Government's efforts, but also to create a situation of unprecedented gravity. *This danger may be defined as the poisoning of the Chinese population in all the parts of China to which Japanese influence penetrates, or which are reached by the drugs, the manufacture of or traffic in which the Japanese authorities could have prevented.*

This aspect of the problem is familiar to the Advisory Committee, which has discussed it on several occasions. I would not have reverted to it to-day, had it not now assumed such proportions that we can fairly say that Japan is combining with her military invasion of China an invasion by drugs which in the long run is just as deadly and which precedes or follows the Japanese arms.

In the Chinese territory subject to Japanese influence, or occupied by the Japanese troops, whether it be in the north, the east, or the centre of China, or in towns like Harbin, Mukden, Tientsin, Peiping, Tsinan or Nanking, the production and consumption of opium or manufactured drugs are not merely tolerated, but encouraged by the Japanese military authorities, in spite of the assurances and denials which we have heard for ten years from the Japanese diplomats at Geneva, and of which M. Amau's declaration to-day is a typical example. In Nanking, for instance, where the Chinese Government had succeeded in abolishing the use of opium, and where it was impossible to procure manufactured drugs for non-medical purposes, these drugs are being openly sold since the occupation of the city by the Japanese. In the province of Kiangsu, where opium suppression had made astonishing progress, all the results achieved by the Provincial Government have been annulled since the Japanese invasion. Information from neutral sources confirms that the Japanese Concessions in China, more especially that of Tientsin, and also the Hankow Concession before its evacuation by the Japanese authorities, constitute or constituted centres of illicit traffic, that Manchuria and Jehol had been transformed into a regular narcotics arsenal, that Japanese consulates, such as that at Chengchow in Honan, have acted as centres for the distribution of drugs, that Japanese army lorries have been used to transport narcotic drugs which have poisoned thousands and thousands of Chinese almost all over China.

I mention these facts without passing any judgment. They are revolting facts which constitute the greatest obstacle to the success of our campaign against narcotic drug abuse. Compared with these facts, the clandestine introduction to China of opium from Iran or Macao can be described as a matter of small importance.

At this point, the Chinese representative replied to certain statements made in the speech of the Japanese representative.

Those who had a close acquaintance with Japanese Government methods would hardly be reassured by M. Amau's statement that the Japanese Government was ready to collaborate with other Powers interested and that its policy remained unchanged. M. Amau was perfectly entitled to say that the Japanese Government was not responsible for the actions of Chinese traffickers. Dr. Hoo would even go so far as to say that the Chinese Government did not hold the Japanese Government responsible for the actions of Korean or Japanese traffickers, as every country had its undesirable elements for whose actions it could not always be held answerable. Japan, however, might reasonably be held responsible for the inadequate penalties imposed on traffickers who had been found committing offences against Japanese narcotics legislation; it was common knowledge that the penalties imposed in such cases were derisory and could never be a deterrent to the trafficker. Fines of as little as from 30 to 50 yen, for instance, were common, though the maximum under existing legislation might be 100 yen or imprisonment for three months. The Japanese authorities had stressed the difficulties encountered in amending existing legislation, yet, in Formosa, penalties of imprisonment for as much as five years and fines up to 5,000 yen could now be imposed. The situation in Formosa, therefore, where Japanese subjects were directly affected, offered a striking contrast to that in China where the sufferers were the Chinese population. The deportation of Korean traffickers referred to by M. Amau could not be regarded as a really severe penalty.

The Japanese representative had commented on the situation in China as regards clandestine manufacture. At previous sessions, Dr. Hoo had agreed that cases of this form of traffic had occurred, but he had added that, when discovered, they were strictly dealt with

by the Chinese authorities. As a result, the situation had unquestionably improved. For evidence, he need only refer to the report of the Shanghai International Settlement.

On the question of opium production and opium-smoking, the Chinese Government was the first to regret the necessity for maintaining these two activities, and had explained at earlier sessions of the Advisory Committee why it had reluctantly to legalise them in order to lessen the menace of the illicit drug traffic. Most of the latter, he repeated, was in the hands of Korean peddlers, or came from regions under Japanese influence, a state of things for which the Japanese authorities certainly bore some responsibility. Neutral observers had nevertheless found a gradual improvement so far as the production and smoking of opium were concerned; production was decreasing and opium-smokers were fewer in number. For the delay in this improvement, due to the events occurring in China at the present time, his Government certainly could not be held responsible. One fact beyond dispute was that, in Chinese territory not under foreign occupation, the situation as regards opium and manufactured drugs showed a definite improvement, whereas, in the territories occupied by the Japanese forces, it had definitely deteriorated.

The Committee would be gratified to hear the assurances given by M. Amau regarding the policy which the Japanese Government had been following since hostilities began. These assurances, however, contrasted curiously with the information in the possession of several members of the Committee, showing that the situation in the occupied territories had never been so bad as at present, and that, in the Lower Yangtse Valley, opium, morphine and heroin were being openly sold, and sales of these narcotics encouraged by the Japanese authorities.

These accusations would doubtless be denied by the Japanese representative, but experience has shown that after such denials had been made in Geneva, reports would later be received corroborating previous statements. Dr. Hoo himself had information that, on the island of Quemoy, near Amoy, the villagers were being forced by the Japanese to resume the cultivation of the opium poppy and the Japanese had established a drug factory there. Time, he believed, would fully confirm all the assertions he had made.

In conclusion, Dr. Hoo emphasised that he had endeavoured, as recommended by the Chairman, to deal solely with the technical aspect of the problem before the Committee; he would therefore make no reference to the menace which the present situation constituted for the future of the Chinese population or the consequences which it might have, not only for China, but also for other countries. He regretted his inability to draw an optimistic conclusion from his review of the situation. Everything would depend on the result of China's struggle with the aggressor. It was nevertheless the Advisory Committee's duty to express its view on this item of the agenda since the problem was of capital importance, not only to China, but to other countries which were anxious to protect their nationals against the scourge of narcotic drugs.

M. AMAU (Japan) reserved the right to reply to the Chinese representative on a later occasion, and at the same time to all the other representatives.

Dr. Hoo Chi-tsai (China) hoped that he would be given an opportunity to exhibit to the Committee a cinematograph film made by the Chinese authorities during police raids on narcotic drugs factories in the Japanese Concession of Hankow after its evacuation by the Japanese authorities.

M. AMAU (Japan) asked whether the film in question had been taken on the Advisory Committee's recommendation or under its supervision.

Dr. Hoo Chi-tsai (China) pointed out that previous decisions of the Committee fully justified the showing of such films which were designed to add to the Committee's information. Similar films had previously been shown which were made without the Committee's supervision or recommendation.

M. AMAU (Japan) reminded the Committee that in modern film industry any film could be made in accordance with the wishes of the producer. As the film in question was entirely a Chinese production on a question at issue it could not properly be exhibited under the Committee's auspices. He regarded it as a question outside the Committee's purview. The film could, if necessary, be shown in a theatre.

Dr. Hoo Chi-tsai (China) said that when such an offer was made to the Committee it was usual to assume that the film shown was a *bona fide* representation of an authentic occurrence. The Committee itself had on one occasion been shown a Japanese film depicting the results of drug addiction on monkeys.

The CHAIRMAN thought that, if the Chinese representative wished to exhibit a film which he believed to be authentic, there could be no objection to the Committee having a private view of the film in question.

M. AMAU (Japan) reminded the Committee that as he had stated at the beginning of the meeting, Japan was only prepared to co-operate in the work of the Advisory Committee if

its proceedings were conducted in a spirit of fairness and impartiality. On those grounds, he could not agree to the exhibition of the Chinese film until he had obtained his Government's instructions on the subject.

The CHAIRMAN announced that the Bureau's proposals on the point would be communicated to the Committee at a subsequent meeting.

The continuation of the discussion was adjourned to the next meeting.

NINTH MEETING (PUBLIC)

Held on Monday, June 13th, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Czechoslovakia, Peru, Poland, Turkey and Uruguay.

1280. Examination of the Situation in the Far East (continuation) (document O.C.1564 (e), (f), (g), (h)).

The CHAIRMAN said that he had discussed with the Bureau the proposal of the Chinese representative to show the film referred to by the latter at the previous meeting. The Bureau had agreed that, in view of the criticism which had been aroused by the film, it was better in the interests of co-operation in the Committee not to show it. The Secretariat would not be able to allow the Cinema Room to be used for the showing of a film which had been the object of criticism and opposition. He hoped that the representative of China would withdraw his proposal.

Dr. Hoo Chi-tsai (China) said that he had stated at the previous meeting that he would acquiesce in whatever decision might be taken by the Committee concerning the film ; it was a question of procedure, to be decided by the Committee by a majority. The Committee must now decide as it thought best ; it was not for the representative of China to withdraw his proposal. It was a question of principle not for him, but for the Committee and for the League. World opinion would pass judgment on the Committee's decision. The Chinese representative had simply made a proposal. The Committee had frequently in the past accepted films or photographs communicated by different members. The fact that the Committee agreed to show such films or to circulate such photographs did not mean that it accepted responsibility for them or vouched for their accuracy. The representative of China had nothing with which to reproach himself. The representative of Japan had said that, if the Committee decided to show the film, he would withdraw from the Committee. The representative of China might say the same : the film had been sent to him by his Government and had been taken in the presence and under the supervision of a member of the Central Commission for the Suppression of Opium of the Chinese Government. The Chinese representative did not propose to withdraw from the Committee, among whose members he counted a number of friends, for three reasons : first, he considered a procedure of menace and bluff unworthy of the representative of a civilised country . . .

The speaker was then called to order by the CHAIRMAN who said that it was for the Committee, not for the representative of China, to express an opinion on another member of the Committee.

Dr. Hoo Chi-tsai (China) continued : Secondly, menacing methods represented a policy with which he was not in sympathy. Thirdly, he left the Committee free to take a decision on its own responsibility, subject to the judgment of world opinion. He could show the film elsewhere ; it had now been given such publicity that it was likely to be even more successful than he had hoped. He bowed to the wishes of the Committee.

The CHAIRMAN said that on former occasions the Committee had agreed to show films with the approval of all the members of the Committee. The decision recommended by the Bureau on the present occasion was in the interests of co-operation, which was very important for the Committee. He thanked the representative of China for not insisting further.

The Committee decided not to show the film referred to by the representative of China.

Mr. FULLER (United States of America) made the following statement :

We have before us to-day for consideration and study the annual report of the Chinese National Government on the traffic in opium and other dangerous drugs for the calendar-year 1936.¹ In the past, I have been one of the severest critics of the Chinese annual reports. I have criticised them drastically, because I knew that their incompleteness and inaccuracies caused them to present to the public a thoroughly misleading picture of the sincere efforts

¹ Document C.76.M.31.1938.XI.

which were being exerted in China to combat the drug evil. To-day I take pleasure in expressing appreciation of the completeness and of the informative nature of China's 1936 report. I think that the members of the Committee will undoubtedly agree with me that this report is unquestionably the best which the Chinese Government has yet presented and that it could well serve as a model of completeness to many other Governments. Detailed discussion of that report I leave to my colleagues of the Committee and turn now to the condition in China as it was in 1937 and as it is to-day.

In considering the conditions in China to-day, I propose, for convenience, to discuss the subject by areas, as follows :

- (1) Manchuria and Jehol ;
- (2) China north of the Yellow River ;
- (3) Central China ;
- (4) South-west China ;
- (5) Southern China.

With regard to Manchuria and Jehol, from all of the information that I have been able to obtain, there has been no real or effective improvement during the past year in the conditions obtaining in respect of addiction, illicit import, illicit traffic or opium production. The regime still functioning in that area promulgated an elaborate law and regulations thereunder, but both of these appear to be designed solely to secure to the Government Monopoly the profits from manufactured drugs as well as those from raw and prepared opium, and neither contains provisions that would tend to discourage addiction or would effectively hamper promiscuous distribution. In the last days of March, the Monopoly shops were selling opium freely to all and sundry without restrictions and without the production of permits.

Where is this opium coming from ?

As was pointed out in this Committee last year,¹ Chosen (Korea) has for some years past been one of the principal suppliers of raw opium illicitly introduced into Manchuria and this movement has been openly encouraged, aided and abetted by the Government-General of Chosen. In 1932, in reply to an enquiry made by the American Government, the Japanese Government stated that the Government-General of Chosen had made arrangements to give to the Governments-General of Taiwan and Kwantung a portion of the raw opium produced in Chosen in exchange for morphine produced as an incidental in the manufacture of smoking-opium in Taiwan and in exchange for morphine confiscated in the Kwantung Leased Territory. The reply further stated that there had been no change in the policy previously followed in regard to the production of raw opium in Chosen, that policy being to produce no more than the quantity necessary for consumption in Chosen, and that there would be no increase in the area devoted to poppy cultivation.

But there seems to have been a quick change in that policy, for the area so cultivated rose from 1,068 hectares in 1932 to 2,240 hectares in 1933. In February 1937, the Chosen authorities publicly admitted that they had for some years been shipping some 41,000 pounds of raw opium annually to Manchuria and stated that they proposed further to exploit this illicit traffic, would subsidise it, and expected to add, in the years 1937, 1938 and 1939, to the area already devoted to poppy cultivation, some 995 hectares. As importations of raw opium from Chosen into Manchuria between January and April 1937 totalled 29,000 pounds it appears that the Government-General of Chosen is continuing to increase its contribution to the illicit opium traffic. Chosen appears to have reported exports *directly* to Manchuria as follows :

	Kilogrammes
1933	1,899
1934	6,808
1935	3,752
1936	11,238

The quantities which went by way of the Kwantung Leased territory are not clearly known.

Opium has also been imported from Iran and, apparently, from Turkey. In League document O.C.1564(f) there were embodied certain tabulations (apparently based on the publications known as *Annual Returns of the Foreign Trade of Manchukuo* and as *Monthly Returns of the Foreign Trade of Manchukuo*) which had been drawn up to show the import of opium into Manchuria and Jehol. Some of these tables carry the figures through 1936 and others through 1935 only. Figures have now been published through 1936 and, in some particulars, through 1937.

Examination of the published returns for 1935, 1936 and 1937, however, indicates that the opium imported from Turkey and from Iran has been reported under two categories (viz. "Opium" and "Medicinal Substances and Spices") so that the true value of opium imported into Manchuria from Turkey in 1936 and 1937 is represented not by the figures under the

¹ See Minutes of the Twenty-second Session of the Commission, page 58.

specific item "opium" but by those under the general category "medicinal substances and spices". The imports from Turkey are thus thought to have been :

	Manchurian yuan
1935	504,475
1936	829,156
1937	926,814

Similarly, the imports from Iran are thought to have been :

	Manchurian yuan
1935	360,000
1936	484,497

The Iran figures for 1937 did not appear in the monthly returns and are not yet available. This picture is somewhat different from that presented in document O.C.1564(f).

I am not in a position as yet to present exact figures for the export to Manchuria in 1937 of Iranian raw opium, all of which is illicit, but there are indications that the quantities of such opium were greater than in 1936.

The opium crop harvested in Manchuria and Jehol in 1937 is reported to have been a good one. The poppy was cultivated in twelve of the sixteen provinces and, from a cultivated area of 177,000 acres, there was collected a total quantity of 2,796,000 pounds or 1,271,000 kilogrammes. A large part of this crop went to supply the heroin factories in Hopei, particularly in and around Tientsin. The production in Jehol has been estimated at three times that of 1936. The crop collected in Hsingan West has been estimated at double that collected in 1936.

League document O.C.1564(g), which was circulated on March 1st, 1938, lists certain areas in which poppy cultivation is to be permitted in 1938, according to the publication known as the *Manchukuo Official Gazette*. These quoted statements appear to be thoroughly misleading. It is not clear whether or not such cultivation will be permitted elsewhere and enquiries have been made with a view to obtaining information on that subject. The conversions from mou to acres in this document have not all been made at the usual rate of six mou to the acre, whereas the conversion for 1937 (in the *Manchukuo Official Gazette* No. 758, of October 1st, 1936) was made at the rate of six mou to the acre. This difference would appear to render misleading the comparison which appears in League document O.C.1564(g). The correct figure for 1938 would appear to be 118,000 acres instead of 113,500. In other words, League document O.C.1564(g) would seem to indicate nothing more definite than a proposed reduction of poppy-growing areas in Jehol by 50,000 mou or 8,333 acres and a proposed increase in such areas in West Hsingan of 10,000 mou or 1,666 acres. A comparison for the whole of Manchuria and Jehol cannot safely be made until further information becomes available concerning Sankiang and Pinkiang and possibly other provinces.

Futhermore, it should be pointed out that the areas actually under poppy cultivation in Manchuria and Jehol have in the past been far from identical with the authorised areas, a fact which has been publicly admitted by the regime at present functioning in that part of China. It is reliably reported that, in 1937, 52,560 acres which had not been authorised therefor were devoted to poppy cultivation.

As to the manufacture of narcotic drugs in this area, it is reported that the Opium Monopoly Administration continues to maintain and operate narcotic drug factories in Mukden and Chengteh, the output of which is far beyond all possible medical needs of Manchuria and Jehol, and a laboratory in Harbin. The Mukden factory has been reported as turning out from 75 to 100 kilogrammes daily of morphine and heroin. The Chengteh factory is stated to be turning out mostly base or crude morphine for export to factories at and near Tientsin, there to be used in the manufacture of heroin. Private manufacture of opium derivatives has apparently migrated from Manchuria, Jehol and the Kwantung Leased Territory to Tientsin and other parts of Hopei Province.

When we come to the abuse of narcotic drugs, there appears to be no decrease whatever in Manchuria or in Jehol in either pipe addiction or addiction to manufactured drugs, nor does it appear that the business interests concerned anticipate any decrease. The budget estimates for 1938 anticipate that receipts from sales by the Opium Monopoly will increase from the estimated 47,850,000 Manchurian yuan of 1937 to 71,045,200 Manchurian yuan in 1938, an increase of 48.4%.

The "Manchukuo" Opium Monopoly appears to have been doing a lucrative and constantly increasing business. According to a series of articles by M. Kei Miyakawa which was circulated to the members of the Committee at this session and which had been published in the *Manchuria Daily News* in February 1938, the Monopoly, in the first five years of its existence (1933-1937 inclusive) expended 86,852,558 Manchurian yuan in the purchase of opium and received in payment for opium sold 134,671,662 Manchurian yuan. This represents a gross profit of 55%. The author states that, in 1933 and 1934, the Monopoly's operations showed 22,630,345 Manchurian yuan expended for the purchase of opium as against 19,883,759 Manchurian yuan received in payment for opium sold, representing a deficit of 2,746,586 Manchurian yuan, or 12% on the cost of the opium purchased. The article however, states that the operations of the succeeding three years were very much more successful, opium purchased having cost 64,282,113 Manchurian yuan and opium sold having brought in 114,747,903 Manchurian yuan—a gross profit of 78½%. The article states that, in the five

years 1933-1937, inclusive, the Government purchased 41,000,000 taels of opium and sold 35,000,000 taels. It does not state what became of the balance of 6,000,000 taels (500,000 lb., or 227,363 kilogrammes).

While the funds prosper, public health continues to suffer. The municipal sanitary authorities at Harbin state that, in the seven months January to July 1937 inclusive, 1,793 unclaimed corpses were picked up in the streets and alleys of that city, of which 1,485 had died as a result of narcotic addiction. Those are the official statistics published by the Administration functioning in that area. In Mukden, police statistics showed 67 deaths in November 1937, reported to be due to narcotic addiction. By October 1937, addiction among the Japanese in Manchuria had increased to such an extent that the sanatorium maintained at Mukden by the Kwantung Bureau was crowded and became obliged to limit its admissions to Japanese, refusing longer to care for Chinese. The increasing addiction among the Japanese is reported to be heroin addiction, which is more difficult to detect than opium-smoking. I have been unable to learn of anything real being done about the ash heaps of Mukden and Harbin, the final resting places of thousands of victims of narcotic addiction, which were described to you last year.¹

In China, between the Yellow River and the Great Wall, which has for some time past been controlled by the northern Japanese army, conditions are far worse than they were a year ago. A sort of civil government set up and maintained in the Province of Hopei by that army took a hand in narcotics control shortly after its establishment. The Chinese Central Government's provisional anti-opium and anti-narcotics laws and regulations were rescinded by Order No. 33 of the Peiping "Provisional Government", dated February 24th, 1938. All persons who were being detained under these regulations were promptly released from prison. There has been no legal control of the narcotics trade in North China since the beginning of August 1937, and, except for the possible future establishment of a monopoly and for possible minor Chinese police regulations, no control of the trade seems likely under present conditions. Illicit traffic is flourishing like the green bay tree and clandestine manufacture has increased and has extended its operations beyond the wildest dreams of its promoters. The manufacturer has at his command a seemingly unlimited supply of raw material in the shape of crude morphine from the "Manchukuo" Opium Monopoly factory in Jehol and Iranian opium brought in from Manchuria. To illustrate to you the particular interest which my Government has in the continuance in North China of this disgraceful state of affairs, I need cite but one case out of several illicit traffic cases which had their base and origin in the Japanese Concession in Tientsin.

In seizure reports and in statements before the Illicit Traffic Sub-Committee, particulars have been presented showing how, in a period of some fifteen months, 650 kilogrammes of heroin were exported to the United States from the Japanese Concession in Tientsin by a single one of the several gangs operating in this trade. They experienced no difficulty whatever in purchasing in that Concession all the heroin that they desired. As you are aware, 650 kilogrammes constitutes about two-thirds of the entire world's legitimate need for heroin for a year. It represents, in round figures, ten million grains. Adulterated to the 10% purity now generally met with in the illicit traffic in the United States, this would amount to one hundred million grains of the adulterated product, enough to supply some 10,000 addicts for a year—ten thousand of my countrymen held for a year in a slavery worse than death because those in control of North China fail to meet their obligation to limit the manufacture and control the distribution of narcotic drugs, while the regime in control in Manchuria itself manufactures and supplies the raw material. Do you wonder that we feel as deeply about this in the United States as we do?

Pure heroin has an illicit value of one dollar per grain in the United States. Ten thousand poor wretched addicts pay three dollars per day each for three grains of heroin—thirty thousand dollars per day or approximately ten million dollars a year wasted as a result of the operations of only one of several gangs, operations made possible by complaisant disregard by the responsible authorities in North China of local law and of treaty obligations.

The Japanese Government shares with the American Government and with other Governments a well recognised obligation to limit to medical and scientific needs the manufacture of narcotic drugs and to co-operate in the effort to prevent the use of those drugs for purposes other than medical and scientific. The actions in respect of narcotic drugs of the provisional regime at Peiping and of the regime at present functioning in Manchuria and Jehol can hardly be regarded as limiting the manufacture or controlling the distribution of narcotic drugs; and it should be pointed out that, in the light of the situation existing in North China, the Japanese Government has an inescapable responsibility for the importation of opium into that territory in contravention of the laws of China.

I put it to you that there is no legality or legitimacy in the assumption of authority by the provisional regime at Peiping, and that it is to be profoundly regretted that the Japanese Government has not exercised that restraining influence which it is in a position to exercise upon the authorities of the provisional regime, who have been proceeding in contravention

¹ See Minutes of the Twenty-second Session of the Committee, pages 60 and 61.

of existing Conventions and in disregard of local law. I venture to express the hope that the Japanese authorities, both civil and military, will lose no time in putting an end to the state of affairs now obtaining in the parts of China under their control or of which they are in military occupation.

The situation in the Yangtse Valley east of Hankow is far from clear. Due to the hostilities which have taken and are taking place in that region, it is probably premature to attempt observations on the situation there.

In Shanghai, control appears to have broken down completely except in the French Concession and in the International Settlement, in both of which areas the police have continued their efforts to prevent illicit traffic. Shanghai has been full of rumours and apprehension is felt lest the City, unless definite measures are adopted before long, will suffer the narcotic plague that has been brought to Harbin, to Mukden, to Tientsin and to Peiping. In Shanghai, however, what has to be faced is now becoming clearer and the prospect is such as to cause all foreign nations as well as the Chinese deep concern.

Huge quantities of Iranian opium are reliably reported to have arrived in North China and in Shanghai consigned to the Japanese Army and to Japanese firms, while further large consignments are *en route* to those destinations under similar auspices and still others are on order. In addition, a large quantity (1,000 chests) of Iranian opium is reported as being held in Macao to the order of the Japanese Army and Japanese firms, intended eventually for sale in either South China or in Shanghai.

On December 20th, 1937, the Japanese *Muko Maru* is reliably reported to have left Bushire for the Far East carrying 1,500 chests of Iranian opium shipped to the Far East by Japanese interests. This means 240,000 pounds or 109,000 kilogrammes. I should like to ask the Japanese representative whether he can give us information as to the destination and eventual use of this 109 tons of raw opium of high morphine content, which was shipped under unusual circumstances.

I am reliably informed that, during the first three months of 1938, orders were placed in Iran by Japanese interests for 2,900 chests of Iranian opium of which 1,128 chests went forward to the Far East in the first seventeen days of March 1938. It may be mentioned that 2,900 chests is, roughly, 464,000 pounds or 211,000 kilogrammes. The 1,128 chests already shipped is, roughly, 180,500 pounds or 82,000 kilogrammes. The balance of the order, 129,000 kilogrammes, on March 17th remained to be shipped.

Included in the shipments made in March was one of 428 chests (or a little over 31 tons) reliably reported to have been shipped from Bushire to Tangku by a well known Japanese commercial house, one of the largest corporations in Japan, on March 14th, 1938, by the Japanese *Singapore Maru*. In the case of this shipment, I am reliably informed that Wang Ke-Ming, acting in the name of the so-called "North China Provisional Government" issued, under date of March 12th, 1938, to Isamu Fugita, the Mitsui Bussan Kaisha agent at Macao, a secret administrative order which purported to authorise the importation. It should be noted that this order was dated only two days before the shipment left Bushire. I am reliably informed that the *Singapore Maru* arrived in Shanghai at 11 a.m. on April 12th and sailed the same day at 3.15 p.m. Flying the Japanese military transport flag, she had anchored in the river section known as No. 35 buoy, which is about three miles down river from the Customs Jetty on Shanghai Bund. As far as has been ascertained, no cargo was landed on this occasion, but ship stores may have been taken aboard. The lot of 428 chests from the *Singapore Maru* is reported to have arrived in Tangku and to have been distributed under the control of a Japanese army officer at Tientsin, 300 chests having been sent to Shanghai, where they arrived April 22nd, via Dairen, and were taken over by the Japanese Army. I should like to ask the Japanese representative whether he can give us any information in regard to this transaction and any information as to what became of the additional 550 chests carried by the *Singapore Maru*.

I am also informed that efforts have been under way for some time to sell, under the control of a colonel of the Japanese Army who has been entrusted by that army with arrangements for the sale of opium in the Shanghai region, 460,000 pounds of Iranian opium which was consigned in care of the Mitsui Bussan Kaisha at Shanghai. This is 2,875 chests. I am informed that delivery of these sales is to be against cash and will be made under Japanese military supervision to any part of central China now occupied by the Japanese army.

As the country for miles around Shanghai has been completely devastated, all business is at a standstill, and the purchasing power of the people has disappeared, there is actually no market at all for these huge quantities of Iranian opium unless it is disposed of in the form of heroin and that mostly for export to Europe and America. What the Japanese Army will do with this vast quantity of Iranian opium remains to be seen. The report is that the colonel referred to, through his Japanese assistant and with the aid of representatives of the Mitsui Bussan Kaisha, is negotiating with the so-called Consolidated Tax Bureau of Tatao (or provisional regime set up by the Japanese Army in Shanghai) to establish a large heroin factory in Shanghai.

Cheap heroin cigarettes which sell at prices lower than opium are already making their appearance for sale to the Chinese in the parts of Shanghai under Japanese control and offers are being made to sell heroin in large quantities for export to the United States and Europe.

I have been furnished with particulars of one sale of Japanese-owned Iranian opium in Shanghai under circumstances which point to intention to use it for the manufacture of heroin.

In addition to the 428 chests just mentioned as shipped by the Mitsui Bussan Kaisha, the *Singapore Maru* also carried 550 chests of Iranian opium destined for Tangku, a total cargo of

978 chests for China shipped by Japanese companies in a Japanese ship to a country the law of which prohibits the import of opium. Three days later, another Japanese ship, the *Shanghai Maru*, is reliably reported to have left Bushire with 150 chests destined for the Far East.

I wonder if the Opium Advisory Committee, to whose attention the Japanese representative last year¹ called the newly enacted laws for punishing Japanese who import opium into China or who deal in opium therein, would be willing to suggest to the Japanese representative that these transactions of Japanese subjects in China should be investigated and reported upon even if they cannot be adequately punished?

Lest it seem strange that I make no enquiry of the Iranian representative, I may explain that it is because his predecessor has repeatedly made it clear to the Committee that the Iranian Government, while asking for import certificates, makes no enquiry into their authenticity and retains no record of documents which may have been presented as purporting to be such certificates.

As to *South China*, in addition to the 320 tons of Iranian opium to which I have referred as being on order or already in China for Japanese account, Japanese interests are [reported as having on storage in Macao 1,000 chests of Iranian opium, or 72½ tons. It is not yet clear whether this is a shipment that recently left Iran or whether it represents a purchase from Macao stocks. The Committee will recall that the stocks left from the old Macao Opium Farm have never been fully accounted for and were a few years ago offered for sale by an officer of the Macao Opium Monopoly who was later discharged. It will also recall that my questions as to these stocks, reputed stored in the Banco Ultramarino at Macao have never been answered. I should like again to enquire whether the Portuguese representative can give us any information on this subject or will endeavour to have it investigated. The Portuguese representative referred on June 11th² to two American Seizure reports. I will reply later..

Now we come to *South-west China*. It will be recalled that, a year ago, available information indicated that, in the crop year 1936/37, there had been a very material reduction in the quantities of raw opium produced in South-west China—that is to say, Yunnan, Kweichow and Szechuen, provinces which are under control of the Chinese National Government. Information available at present in regard to production in these provinces in the crop year 1937/38 is far from complete. I may say, however, that it does not indicate any increase nor does it indicate any decrease.

To conclude, I may point out that, in brief, the situation in the parts of China under control of the Chinese National Government continues to give evidence of sincere effort with encouraging results. The situation in Macao continues to call for explanations. The situation in the parts of China under Japanese control is worse than ever and gives cause to the entire world for serious apprehension.

The CHAIRMAN thanked the United States representative for his very important statement and for the way in which he kept the Committee informed of the situation in the Far East.

M. AMAU (Japan) said that he would reply later to the statement of the United States representative, together with the statements of other speakers. He denied categorically the allegations made by the Chinese representative at the previous meeting and by the United States representative at the present meeting that Japanese officers or officials were in any way concerned in the illicit traffic.

M. BAHRAMY (Iran), referring to the statement of the United States representative, said that the quantities of Iranian opium exported by permit of the Government could be found in the official statistics. The quantities actually exported did not, he thought, amount to the figures indicated by the United States representative. If Mr. Fuller cared to go into the matter confidentially he would be happy to discuss it with him.

Dr. Hoo Chi-tsai (China) said that the United States representative's statement was so important and so full of concrete facts that he would ask that it might be inserted *in extenso* in the Minutes.

The Committee decided to insert the United States representative's statement in extenso in the Minutes.

Sir Thomas RUSSELL (Egypt) said that he had listened to the statement made by the representative of the United States of America and had been struck by the earnestness and thoroughness with which the authorities of the United States were studying the situation in China and the clarity of the report³ furnished by that country.

It was a good principle not to make any statement of alleged fact unless one was prepared to prove it: there were circumstances, however, where it was impossible to produce proof in the way of official witnesses or official documents. That, in the present case did not, to his mind, relieve anyone of the responsibility of stating what he believed to be the truth.

If Sir Thomas Russell were to leave out of consideration the menace that existed to the whole world, it was his bounden duty, in the interests of Egypt, to run every risk and strain

¹ See Minutes of the Twenty-second Session of the Committee, page 64

² See page 41.

³ Document O.C./A.R.1936/90.

every nerve to stop the huge traffic that was going on through the Suez Canal of illicit heroin destined for the ports of Europe and America. So far, the wholesale traffickers from China were not landing big quantities in Egypt itself, largely, no doubt, because the mass market of the old days was not rich enough to buy and better profits could be obtained farther west. Small quantities, however, were undoubtedly being brought into Egyptian ports, as speculation by the crews of ships, and Egypt was once more threatened with the foul trade which had so nearly ruined her.

He might quote, as he had done last year,¹ terrible descriptions of the ravages that heroin addiction was making in China, of the thousands of addict corpses, etc. He preferred, however, to limit himself to facts given him describing the spread of the wholesale traffic.

The existence of a heroin and opium Monopoly in "Manchukuo" with its headquarters at Hsinking was, he believed, admitted. He had in his possession a list giving the names of 181 cities in Manchuria and Jehol in which there were 3,840 licensed opium-saloons and 8,400 licensed heroin-dens, which paid an average of 250 gobi for their monthly permits. The description he had received of the wholesale heroin market in Tsientsin sounded more like the scenes in a corn exchange or cotton market than anything else.

A correspondent wrote: "You should see the 'new arrivals' from America sitting in Café X, busy nicely arranging their affairs with the big heroin bosses: it is said that Y alone gets orders for a few hundred thousand dollars. There are some American Jews newly arrived, also some Polish Jews and Turkish Jews all buying for the export trade to France and America."

Sir Thomas Russell's correspondents informed him that on the analogy of the opium and heroin Monopoly of "Manchukuo", the whole industry of North China would be put under the direct control of the new Provisional Government of Peiping. As had been shown in official Japanese figures, pointed out by Mr. Fuller, the only result so far of the "Manchukuo" Monopoly had been a large increase in cultivation and manufacture. It was to be anticipated therefore, that the same results would occur from the Peiping control of North China.

If, therefore, to-day the wholesale traffickers of the world could meet openly in Tientsin to buy and ship their cargoes of poison, what would be the situation to-morrow when those supplies were vastly increased?

Colonel SHARMAN (Canada) said that one more year had passed and again the representative of the United States had painted a picture of conditions in the part of China under Japanese control which could not be ignored by a body such as the Opium Advisory Committee. Even in cases where representatives were from countries which were perhaps not directly affected it must be apparent that the situation was one of which it was the obvious duty of a body such as the Opium Advisory Committee to take cognisance.

Speaking for his own country, Canada had for some years, in common with the United States, been a heavy sufferer from the narcotic situation in the Far East. The American continent was the largest and most important market for export traffickers, and it made little difference, in the last analysis, whether the drugs were landed in the first instance at San Francisco or any other port in the United States or at a Canadian port. The result was the same: illicit, orientally manufactured poison reached the citizens of both countries.

It so happened that, during the past year, certain important Canadian cases had had direct repercussions in China. On that account, the Canadian authorities had had close contact and, he might say, unusual opportunities to obtain first-hand knowledge of the conditions existing in China, and he could assure the Committee that the allegations of the United States representative, startling as they might sound, represented facts well known in the Far East and did not rest upon an imaginative basis. In addition, the Committee had only to examine documentation submitted to and scrutinised by the Seizures Sub-Committee, wherein literally hundreds of kilogrammes of heroin had confessedly been bought by American traffickers in the world's most open market—namely, Tientsin, and conveyed by a devious route to the United States.

In further documentation concerning heroin seizures in Canada the Committee would time and again find the sentence: "The drug came from the United States", so that there was, and could be, no doubt as to Canada suffering, and suffering severely, from present conditions in the part of China controlled by the Japanese.

It had been thought and hoped that the exposure of last year along very similar lines in relation to the manufacture for the illicit market would long ago have produced results commensurate with a reasonable conception of what was necessary in order to prevent the poisoning of thousands by narcotics produced in immense quantities; but it was apparent that there had been no improvement, that the legislation announced by the Japanese last year as having come into effect in China was not being effectively enforced and that the information now furnished as to the vast quantities of Iranian opium being shipped this year to the territory in question, under the auspices referred to, could only have one meaning—namely, that they must reconcile themselves to encountering and combating the danger on an even greater scale, unless drastic and immediate steps were taken by those in whose hands such power lay to terminate what was a scandalous situation.

¹ See Minutes of the Twenty-second Session of the Committee, page 62.

Mr. NIND (India) said that, as a newcomer to the Advisory Committee, he would like to make a few general remarks on the subject of the situation in the Far East. After perusing the Minutes of previous sessions and more particularly perhaps as a result of conversations with senior members of the Committee, he had been enormously impressed by the good work accomplished through the publicity which had been given from time to time in the Committee to certain "plague spots" on the face of the earth so far as the drug traffic was concerned. Some particular country had been shown up as a centre of drug traffic, carried on, not necessarily by its own nationals, but possibly by a gang of international traffickers. As a result of the publicity given to the presence of such a gang in that particular country, measures, both legislative and administrative, had in due course been taken by its Government to eradicate the evil, and later on the Committee had been in a position to congratulate the country in question on the success which had attended those measures.

But in the case of the Far East and, in particular, in the case of those portions of China which had come under Japanese influence, the Committee seemed to have come up against the exception to that rule. Year after year, the indictment had been drawn up in ever increasing detail, and year after year the policy of the responsible Government had been declared to be one of co-operation with other Governments to suppress the traffic in drugs. The only change in the actual situation appeared to be one for the worse, whereas the policy of the responsible Government remained unchanged. He had listened in vain that morning for any sign in the speech of the Japanese representative which might suggest that his Government intended to follow the course of others, which, in similar circumstances, had succeeded in putting their house in order—but he had found none. That, he submitted, was a lamentable state of affairs and constituted a blot upon the story of the Advisory Committee's work.

Major COLES (United Kingdom) did not propose to take up the Committee's time by giving further details of the drug traffic in the Far East. The information in the possession of the United Kingdom Government tended to confirm what had been said in the Committee that day. It was abundantly clear that the situation was such as to cause serious alarm to the rest of the world.

A great deal was heard of the promulgation of amending orders: the Committee might be interested, however, to hear the views of a local newspaper—in the East—on the Kwantung Amending Law of February 21st, 1938. After saying that the need for revision was keenly felt, especially in view of the Geneva criticism of monopolies, the article continued: "It is believed that these amendments will quiet the critics". New laws alone, Major Coles declared, would never quiet the critics, who would never be satisfied until heavy penalties had been enforced with determination and until there was a visible decrease in the drug traffic. The United Kingdom representative added his voice to that of other speakers to urge the authorities in the countries concerned to do all in their power to end that horrible traffic as quickly as possible.

M. FERNANDES (Portugal) said that he had not the necessary information to hand, but that he would reply to the United States representative at a later meeting.

M. AMAU (Japan) said that he also would speak at a later meeting.

The continuation of the discussion was adjourned to the next meeting.

1281. Policy to be adopted as regards the Sale of Raw Opium to "Manchukuo": Request of the Yugoslav Representative for a Ruling by the Advisory Committee (continuation).

M. RENBORG, Acting Director of the Opium Traffic Section, referred to a passage in the Minutes of the sixth meeting of the Advisory Committee held on June 10th, 1938,¹ as follows:

"M. Mihailovitch (Yugoslavia) asked whether the Advisory Committee could give a ruling on a point of great importance to the Turco-Yugoslav Central Opium Sales Office. Since January 1st, 1934, as the Committee was aware, that Office had been responsible for all sales of Turkish and Yugoslav opium. In 1935, negotiations had been practically completed for the sale of a large amount of opium to 'Manchukuo', but as the Office did not know what view the competent League organs would take of such a transaction, or what the correct procedure would be, the negotiations were broken off and no sale was effected. Could the Advisory Committee, therefore, say whether, in principle, the Central Office was entitled to sell raw opium to 'Manchukuo'?"

The Acting Director recalled the long discussions in the sixteenth² and seventeenth³ sessions of the Advisory Committee, in 1933, on the subject of the introduction of narcotics into "Manchukuo". He referred the Committee more particularly to Circular Letter 30, of March 19th, 1934, despatched by the Secretary-General after the consideration of the matter

¹ See page 38.

² See Minutes of the Sixteenth Session of the Committee, pages 36 and 37.

³ See Minutes of the Seventeenth Session of the Committee, pages 13 to 21 and 24 to 27.

by the Council. The Rapporteur's report, adopted by the Council, contained the following statement :¹

"It is understood that, in accordance with Articles 3, 8 and 15 of the Hague Convention of 1912, exports of opium (raw and prepared) to the territory in question cannot be authorised."

In accordance with the Council's instruction, the attention of Governments had been drawn to that statement.

M. MIHAILOVITCH (Yugoslavia) said that from the reply to his question just given by the Secretariat, it was clear that producing countries which had signed and applied the Convention of 1925 had been placed in a very disadvantageous position, since it was practically impossible for them to export their opium to "Manchukuo". It was the non-signatories to the Convention that had supplied the "Manchukuo" market.

The consequences resulting from the situation were thus very prejudicial to the signatory States: whereas, having applied the Convention of 1925, they could not export to "Manchukuo", the non-signatories could do so and their stocks were diminishing as a result. To those sales must be added the quantities disposed of in the illicit traffic. The report of the Sub-Committee on Seizures, discussed by the Committee on June 10th, proved that the opium seized in the Far East came from countries which were not signatories to the Convention of 1925. There was no need to add to the very explicit information just furnished by the United States representative. Those non-signatory countries, having disposed in that way of a large part of their opium in the Far East, then turned their attention to the licit European market, where they proceeded to "undercut" the signatories to the 1925 Convention. They were in a position to do this, since they had already disposed of a large part of their stocks at a very handsome profit, under conditions with which the Committee was familiar. Their intervention in the European market meant a drop in prices, and it was the producing countries signatories to the Convention of 1925 which had to bear the consequences.

The Committee was asked to take due note of that state of affairs, which should not be overlooked when the question of the limitation of production was discussed.

A further point to be remembered was that there was no mention of opium of Yugoslav or Turkish origin in the reports on opium seizures in the Far East. Although, by reason of its quality and high morphine content, Yugoslav opium was intended exclusively for medical and scientific use, the question of export to the Far East was of very great interest to Yugoslavia—first, for the reasons just indicated and, secondly, because Turkey, with whom Yugoslavia had a common sales office, exported opium to the Far East. The decline in Turkey's exports to the Far East—Turkey also being a party to the Convention of 1925—meant a reduction in the total sales of the Turco-Yugoslav Central Opium Sales Office and hence a reduction in the sum accruing to Yugoslavia from those total sales.

Such was the position, as regards the question of the export of opium to the Far East, for producing countries which were signatories to the Convention of 1925.

To consider that same question now from the point of view of League principles: The two main questions on the agenda of the present session of the Advisory Committee were: the limitation of production, and measures to cope with the illicit traffic, questions which obviously were closely bound up with one another. If the proposed Limitation Convention was to be concluded, not some eight or fifteen years hence, but within the time-limit contemplated, special attention must be devoted to the question of illicit traffic. If that scourge of mankind were to be arrested—pending its complete abolition—certain producing countries must reduce their production. As long as the illicit opium traffic flourished in the Far East, there would be no considerable reduction in the world production of opium. It should, however, be very easy to arrive at the desired results: consuming countries had simply to refrain from purchasing from those countries which supplied the illicit trade in the Far East. Such a decision would be an enormous contribution towards the campaign against narcotic abuses and would greatly facilitate the preparatory work undertaken by the League with a view to the limitation of opium production.

Dr. Hoo Chi-tsai (China) said that the information given by M. Renborg was so clear that no further discussion was necessary. The other question raised by the Yugoslav representative came rather within the scope of the proposed Conference to examine the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium.

The CHAIRMAN noted the wisdom of the Chinese representative's observation. Did the Committee agree?

The Committee agreed with the view expressed by the Chinese representative.

M. MIHAILOVITCH (Yugoslavia) said that his object had simply been to show the close connection between production and illicit traffic. He quite agreed with the Chinese representative, and would ask the Committee not to lose sight of that point when the question of limitation was under discussion.

¹ See *Official Journal*, February 1934, page 159.

TENTH MEETING (PUBLIC)

Held on Tuesday, June 14th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : The members of the Committee and the assessor, except the representatives of Czechoslovakia, Peru and Uruguay.

1282. Examination of the Situation in the Far East (continuation) : (documents O.C.1564 (e), (f), (g) and (h)).

Dr. CARRIÈRE (Switzerland) had heard with extreme concern the statements made by the representatives of China and the United States of America.

Switzerland, owing to her geographical situation and the habits of her population, had not hitherto been affected by the menace implicit in the situation described but, if the facts were as stated, such a situation could not continue without the world as a whole, including countries hitherto unaffected, being involved. It was impossible to consider such a state of affairs merely from an individualist standpoint ; the problem was one which menaced the essential basis of civilisation and to which no one could remain indifferent.

Dr. Carrière therefore declared that Switzerland would associate herself with any appeal made to the countries concerned to end a state of affairs which, if it had been accurately described, was a challenge to the most elementary principles of international morality.

M. FERNANDES (Portugal) said that the United States representative had referred in his statement¹ to the existence in Macao of 1,000 chests of Iranian opium alleged to be held in stock to the order of the Japanese Army and Japanese firms. He wished categorically to declare that no stocks of opium were held at Macao for the order of any foreign countries. The stocks owned by the Macao Monopoly were known ; particulars regarding them had been declared by the Portuguese authorities to the Advisory Committee. Those stocks were warehoused with the Banco Ultramarino which was a Government concern under Government control.

M. AMAU (Japan) spoke as follows :

I have listened, with great interest, to Dr. Hoo's statement and his observations on my remarks. In his statement, he described again the conditions in Nanking, Tientsin, Hankow, as well as in " Manchukuo ", for which, he alleged, the Japanese Government should assume the whole responsibility. However, these were the charges which had already been made by him and to which I have fully replied in the Sub-Committee on Seizures and again in this Committee in my statement yesterday.

As to the reference to Chengchow, it was an old case which was refuted by the Japanese representatives at the time, while as regards Amoy, the allegation is entirely false.

I venture to repeat the categorical denial that the Japanese military authorities have been encouraging the illicit traffic and manufacture or that they are actually involved in them.

Dr. Hoo said in his statement that the conditions under Japanese occupation have become worse as far as opium and other drugs are concerned. I should like to make it clear that the Japanese military authorities are most anxious to stamp out the nefarious traffic and I cannot accept the allegation made by Dr. Hoo in regard to the conditions existing in the territories which are now occupied by the Japanese Army in China.

As I have stated before, Japan is quite willing to co-operate to combat the evils of opium and drugs. For that purpose, any information is quite welcome, but what we want is information on concrete cases, not propaganda news.

Dr. Hoo has pointed out the difference in the degree of punishment to be inflicted in Korea or in Formosa or in China. As I have already explained, a Government committee has been constituted with a view to revising the present legislation.

I have also listened with keen interest to the statements made by the representatives of the United States of America, Canada, Egypt and the United Kingdom on the situation of the opium and drug traffic in the Far East, particularly in " Manchukuo " and China. In his statement, the United States representative raised certain points which call for explanations.

Before I take up these points, I should like to ask the Committee whether it is fair to the Committee itself or to a given country—" Manchukuo ", in the present case—to judge the conditions from the examination of materials, the source and authenticity of which the

¹ See page 53.

Committee has no means of verifying. It has always been the traditional policy of this Committee to examine the conditions of a country in the presence of its representative, with the help of the material presented by him to the Committee. In my judgment, it is not quite fair, in principle, to accumulate, in the absence of an official representative, accusations against a country which has rendered public its policy and its efforts. If the Committee desires to achieve its purpose and obtain a favourable result, in all fairness let us consider the existing conditions without prejudice, in the light of all the information available to the Committee.

I am not, of course, in a position to speak for "Manchukuo" officially, except in matters concerned with Japan. I have, however, stated that the Japanese Government concurred with the views expressed by the authorities of the "Manchukuo" Government that, with the promulgation of the drug regulations and the enforcement of the opium legislation, with the unified administration recently established, the difficulties encountered in the past will materially be reduced in the future so that the Government will be in a position to carry out its plans for the control of opium and drugs as publicly proclaimed.

As you know, "Manchukuo" is a young State, only five years old, with a population of Chinese stock which is deeply rooted in the old habit of opium-smoking. It is a tremendous task to eradicate the evils of opium and drugs from that country. In my opinion, good advice is the most necessary thing for the moment. But the country is too young, and too heavy a burden may, I am afraid, bring results contrary to expectation.

The United States representative stated that Korea has been one of the principal suppliers of raw opium to "Manchukuo", and this supply constitutes, in the opinion of the United States representative, an illicit traffic which was openly encouraged by the Government-General of Korea. To the Governments—Japan is one of them—which have recognised "Manchukuo", this exportation of opium from Korea is a legitimate trade carried out in conformity with the stipulations of the existing international Conventions. This matter has a bearing on the question put by the Yugoslav representative and is one on which I reserve my right to express an opinion in due course.

As to the area in "Manchukuo" permitted to be cultivated in opium in 1937, the United States representative calculated it to be 177,000 acres, whereas the area actually permitted by the "Manchukuo" Government in that year was 156,207 acres. The discrepancy in these figures appears to come from the fact that there had been in use in Manchuria various kinds of measures. The usual equivalent for "mou" used here is 6.14 ares and one are is 0.0247 acre. Under the new standard adopted in 1934, one mou is equal to one are and has been used side by side with the old standard for five years.

In 1937, the Government permitted poppies to be cultivated in the following districts and provinces :

	Mou
2 districts in West Hsingan province	50,000
5 districts in Sankiang province	250,000
1 district in Pinking province	30,000
1 district in Jehol province	700,000
Total	1,030,000

and not twelve provinces, as stated by the United States representative in his report.

As to the area permitted to be cultivated in 1938, there is a definite reduction of 320,000 mou or 48,530 acres from that of 1937. The total area for 1938 is 710,000 mou or 107,677 acres, the authorities having suppressed the authorisation to grow poppies in two provinces, as is shown in the pamphlet issued by the "Manchukuo" Government and distributed to the Committee.

As to clandestine cultivation in unauthorised areas, poppies might have been grown in the bandit-infested area where it was difficult to extend the control of the authorities.

The United States representative assumed that, in "Manchukuo", there was a good harvest for the opium crop in 1937. On the contrary, according to the official report, dated October 1937, issued by the "Manchukuo" Government, the crop was generally poor in 1937 both in the western and eastern provinces. One of the reasons was that there had been considerable disturbances in the eastern provinces due to the activities of bandits, and in the western provinces too there had been several raids by bandits in which damage done to the opium crop amounted to tens of thousands of dollars. The officials found that it was impossible to obtain the amount of opium originally estimated for that year.

The United States representative's report on drug manufacture by the Opium Monopoly Administration is greatly exaggerated. The Opium Monopoly Administration is at present constructing a factory in Mukden for manufacturing prepared opium and certain opium alkaloids which were brought under the State Monopoly for the purpose of controlling their use and distribution, and not for profit-making purposes as alleged by the United States representative. It is absolutely incredible that the Mukden factory should be turning out 100 kilogrammes of drugs daily. The plant will not be completed until late in the present year.

There exists no Monopoly factory or laboratory in Chengteh or in Harbin. If the United States representative has not heard of anything real being done about the ash heaps of Mukden and Harbin, we hope to learn in a few years of the progress made in public health in

"Manchukuo", where there are already signs of great activity in building hospitals and improving the sanitary conditions of the country within a comparatively short space of time. The figures given by the Egyptian representative are like those given in 1937, grossly exaggerated. It seems that great care should be exercised in regard to the information accumulated.

In discussing the question of the drug manufacture in North China, the United States representative has described the conditions in North China which is now the theatre of hostilities. It is a transitory period through which we are now passing. I am, however, quite confident that the responsible authorities concerned will spare no efforts to establish peace and order which is essentially a preliminary condition. I strongly believe that premature criticism should be restrained for the time being. The United States representative seems to conclude that all the raw materials used in the clandestine manufacture in North China came from the Opium Monopoly factory in "Manchukuo". I stated yesterday that over 600 tons of opium were traded in Suiyuan alone and a large part of this amount was transported by military trains to Peiping and Tientsin and other destinations. Last year the United States representative himself revealed the conditions in outlying provinces where black base was manufactured.¹ Where has it gone? We have all the indications that it has flooded the Peiping and Tientsin area. All of those who are interested in this question know perfectly well that Jehol opium cannot compete with that of Suiyuan because of the higher prices and the poorer morphine content.

I have explained in the Sub-Committee on Seizures and in my statement yesterday the actual state of the drug traffic situation in the Japanese Concession in Tientsin. Even before the Committee met to discuss the conditions in North China last year, the Japanese authorities in Tientsin took radical measures by arresting a number of illicit traffickers and since then our authorities have felt that the situation has been improved and that at present no clandestine manufacture by any organised undertaking exists; the authorities are always ready to investigate and control all those illicit traffickers who might defy the authorities.

As to the consignment of Iranian opium to a Far Eastern destination, the United States representative made several references to the shipments of opium which were alleged to have been consigned to the Japanese Army and Japanese firms. As the representative of the Government of Japan, I categorically deny the charge that the Japanese Army or an officer of the army was involved in the transactions mentioned in Mr. Fuller's statement.

For the further information regarding the *Muko Maru* and *Singapore Maru*, for which he asked me to give some details, I shall refer to my Government for the information desired.

I quite agree with Mr. Fuller that the Japanese Government bears, with the United States Government and with other Governments, well recognised obligations in connection with narcotic drugs. However, as to the treaty obligation or the responsibility of Japan to "Manchukuo" and North China I cannot agree with him in view of Japan's relation to "Manchukuo" and the situation in North China.

As to the general opium policy of the new Chinese Provisional Government, it will be well for us to recollect that, under the old regime of the Nanking Government, there was a consumption of some 2,000 tons of opium. As the principal source of internal supply is now inaccessible, it is only natural that the new Government should look for a supply elsewhere. In my judgment, the normal situation will reassert itself with the return of normal conditions in that country.

In conclusion, as I have already stated more than once, the Japanese Government, sincerely appreciating the gravity of the problem, is ardently endeavouring to ameliorate the unsatisfactory conditions in the Far East. It is my wish that the genuine sincerity of the Japanese Government should be earnestly believed and that co-operation on the part of the various Governments interested in the matter be promoted. My Government is quite prepared to continue to collaborate with the different Governments as well as the Committee. It is most desirable that the Committee should act with its traditional fairness and impartiality.

Mr. FULLER (United States of America) spoke as follows :

The Portuguese representative referred a few days ago to two United States seizure reports,² which had been circulated as document O.C.S./Confidential/184 and as document O.C.S./Confidential/322, and said something about the unfairness of attributing to Macao the origin of the drugs involved. As the American authorities had not attributed the origin of these drugs to Macao, had not even mentioned Macao in the reports in question, and have frequently referred to the labelling of prepared opium, put up elsewhere, with labels claiming Macao as origin, pointing out that the appearance of the word "Macao" on a prepared opium label means nothing, I fail to understand what is the basis for his complaint. The Portuguese Government submitted supplementary seizure reports (documents O.C.S./Confidential/184(a) and O.C.S./Confidential/322(a)), denying that the prepared opium concerned had been put up by the Macao Opium Monopoly. As no one had suggested that it had been put up by the Macao Opium Monopoly, I am at a loss to understand what is meant by these supplementary seizure reports.

¹ See Minutes of the Twenty-second Session of the Committee, page 58.

² See page 41.

But I am glad to note that the Portuguese representative, in his recent interpellation,¹ said that he would welcome information regarding concrete and definite cases of illicit traffic from or into Macao which might be presented to him.

I hope that statement on his part means that the Committee will receive from him at the present meeting information regarding the investigation which, it is assumed, was conducted by the Macao authorities into the most flagrant case of illicit traffic from Macao which has been brought to the Committee's attention for years, the case which was made the subject of special mention in the Committee's report on its last session, a case which indicated that the peddling of Iranian raw opium out of Macao was being brazenly conducted with official assistance. To recall the case to the Committee, I quote :²

" The Sub-Committee took special note of a seizure, regarded as particularly significant, which was effected by the Hong-Kong authorities on June 13th, 1936, of 434 kg. 808 of raw Iranian opium from a fishing junk in Hong-Kong harbour. This opium had been packed in sacking preparatory to its transfer to some other vessel. The opium bore Iranian labels. With the opium were seized permits, apparently issued by the Macao Opium Monopoly, authenticating the sale to the crew of the junk (who numbered some five or six men) of 11,520 taels (435 kg. 260) of opium for personal use of the crew on their voyage. Apparently, two days before the seizure was effected, half a ton of raw Iranian opium was thus handed out to this small crew of a junk which is rarely more than three or four days on any single voyage. In reporting this seizure, the Hong-Kong authorities stated that, in the first five and a half months of 1936, their seizures of raw Iranian opium had been abnormally large (amounting to 807 kg. 460, exclusive of the case just discussed) and that seizures of 363 kg. 339 of raw opium from Iran had been made on or near vessels which had arrived from Macao, or under other conditions which pointed to Macao as the place from which it had come."

For months past, we have all been awaiting the receipt from the Portuguese Government of a supplementary seizure report on this case, which would give us definite information as to what had been done in respect of this apparently flagrant flaunting of law and treaty obligations. The papers seized, and of which the Portuguese Government was informed, afforded ample evidence on which to base an investigation.

In view of the Portuguese representative's expressed desire to learn of concrete cases, I am encouraged again to present the questions which I presented to the then Portuguese representative at the twenty-first session of this Committee in 1936, as follows :³

Questions asked of the Portuguese Representative at the Twenty-first Session, May-June 1936.

[The annual report of Macao for 1934 states that " all certificates for the importation of opium have been duly returned to the Government of Macao ". As it is the export authorisations which are to be returned, this appears to be in some way an error. Does it mean that certificates authorising exports from Macao of 500 chests were issued of which only 430 were accounted for as having reached their destination ? If so, to what countries was this opium shipped and what steps have been taken to trace the 70 chests unaccounted for ?

Is it true that the Macao Opium Monopoly has been exporting raw opium to Amoy, Foochow and Canton ?

700 chests of raw opium, amounting to 50½ metric tons, are reported to have left Bushire for Macao in 1934. Was all of this received in Macao in 1934 ? . . .

The annual report for 1934 states that 25,200 kg. of raw opium was used in 1934 for the preparation of prepared opium against a consumption of 16,866 kg. of prepared opium. What were the stocks of prepared opium at the end of 1934 ? . . .

The annual report for 1934 gives a stock of 450 chests of raw opium on hand at the end of 1934. Does this include what was left of the stocks owned by the old administration which was succeeded by the Yau Lee Company, stocks which were stored at the Banco Nacional Ultramarino ? If not, what has become of those stocks ?

Has the Yau Lee Company anything to do with the Opium Monopoly at present ?

Can the Portuguese representative state the total quantity of raw opium in stock in Macao at the end of 1935, including that owned by the Macao Opium Monopoly and that owned by others ? . . .

Is Julio Antonio Eugenio da Silva the Julio A. da Silva who was Chief Clerk and Compradore of the Yau Lee Company operating the Macao Opium Monopoly ?

Were the British and Chinese Governments informed when da Silva was banished ? . . .

Does Captain Roza, also known as Lei Koo Lan, have authority to sell raw opium for export from Macao ?

The Committee will recall that I received no answer to these questions, but, in lieu thereof, was informed that irregularities had been discovered in the opium administration at Macao,

¹ See page 41.

² See the Report of the Committee to the Council on the Work of its Twenty-second Session, page 31 (see *Official Journal*, December 1937, page 1131).

³ See Minutes of the Twenty-first Session of the Committee, pages 35 and 36.

that several employees had been discharged and that a new Governor was being sent out to the colony, all interesting but no reply to the specific concrete questions which had been asked in an effort to secure at least a measure of co-operation.

The figures of the Macao Government itself show that, aside from the old stocks in regard to which I have frequently enquired, several features are of great interest to the Committee. It is to be regretted that questions in regard to these have never been answered.

For at least seven years past, five tons of prepared opium appear to have disappeared each year. What has become of this prepared opium? In 1936, the Macao Opium Monopoly manufactured 21,358 kilogrammes. Consumption for that year was 13,978 kilogrammes. Similar excess has been mentioned in this Committee year after year for years past, but no explanation has been forthcoming. Stock at the end of the year 1936 was only 11,808 kilogrammes. What became of the rest, the accumulation of past years?

The Macao Opium Monopoly has continued regularly to import 35 tons of raw opium per annum despite its large stocks and despite announcements that the import would be reduced. Raw opium stocks are now reported to be about the equivalent of the maximum requirements for two years.

It is very encouraging to note that specific enquiries are now being welcomed by the representative of Portugal. I shall, accordingly, have no hesitation in future in addressing to him such enquiries.

I hope that the Portuguese representative, in addition to replying to the questions which I have just ventured to repeat, will give us some explanation of the more recent developments in the situation—namely:

What has become of the surplus of prepared opium manufactured over prepared opium consumed for all these years past?

What is regarded as justifying the continuance for years of this surplus manufacture?

What investigation was made of the junk case to which I have just referred, and what was the outcome of the investigation?

M. ERKAN (Turkey), referring to an allusion made in the United States representative's statement to exports of Turkish opium to "Manchukuo", declared that all shipments of such opium to the Far East represented legitimate transactions and were made on the basis of import certificates duly issued by the Governments of the importing countries.

Dr. Hoo Chi-tsai (China) proposed to make a few additional comments on the second declaration of the Japanese representative which had not adduced a single new concrete fact in refutation of the charges made by other members of the Committee at the previous afternoon's meeting. M. Amau's statement resembled many previous statements made to the Committee by Japanese representatives for many years past; in spite of all those declarations, the situation in China had become steadily worse. The criticisms addressed by various members of the Advisory Committee to the Japanese authorities could not be regarded as "premature"; they merely repeated former criticisms which had never been refuted.

M. Amau appeared to imply that the charge made by the Chinese delegation regarding the Japanese consulate at Chengchow referred to an old case which had already been settled. He had no recollection, during his membership of the Committee, of any previous case involving the Chengchow consulate. His allegation was based on a report of June 1st, 1937, which had been received since the Committee's previous session and which he was prepared to communicate, if necessary, for the Committee's information.

Dr. Hoo categorically denied the Japanese representative's assertions that the Japanese military and civilian authorities were doing their best to combat illicit trafficking in China and that Manchuria and Jehol were independent States. It was an exaggeration also to say that the Japanese authorities' efforts had led to an improvement in the situation in China. The truth was that that situation had worsened.

M. FERNANDES (Portugal) had just heard for the first time of some of the cases referred to in Mr. Fuller's statement and, as a newcomer to the Committee, could not at the moment furnish a detailed reply. He would, however, endeavour to deal with some of the other important points raised by the United States representative.

On the subject of stocks of raw opium at Macao, he had nothing to add to the information supplied to the Committee at a recent meeting.¹ As regards prepared opium, he referred the Committee to the statements made at its last two sessions by the Portuguese representative, explaining fully the circumstances connected with the irregularities which had been discovered at Macao in 1933/34. Those explanations, he believed, satisfactorily explained the divergencies in the statistics of stocks. It should always be remembered that it was mainly due to the good-will shown by the Portuguese authorities in supplying those statistics that members of the Committee were in a position to make such criticisms. He would also emphasise the fact that the Portuguese Government itself was the principal victim, materially and morally, in the whole affair.

¹ See page 41.

Mr. Fuller had expressed surprise at his statement regarding the cases referred to in the reports reproduced in documents O.C./Confidential/184 and 322. The Portuguese representative had been misunderstood as he had not in any way criticised the United States authorities, who had not specifically indicated the origin of the opium seized. What had surprised him was that those seizures had nevertheless been reported to the Government of Macao, which had replied denying that the opium came from that colony.

M. Fernandes had no information in his possession regarding the transfer of a cargo of opium at sea, but would ask his Government to supply the Committee with information on the subject and on the other questions raised by Mr. Fuller.

At the Seizures Sub-Committee's meeting on May 19th, 1937, his predecessor, Dr. de Vasconcellos, had made the following statement regarding the investigation spontaneously carried out by the Portuguese Government into the drug position in Macao :

"That enquiry had been duly carried out by the Portuguese authorities. Irregularities had been discovered on the part of a Monopoly official, with the complicity of a Chinese subject, and culpable negligence on the part of a higher official. The Portuguese Government had recognised those irregularities and acted accordingly. The responsible official had been tried on a criminal charge and sentenced to the maximum penalty. The Chinese subject had been expelled from the colony, and the high official and Deputy-Prefect had been duly reprimanded by a disciplinary tribunal" (document O.C./S.C.S./9th session/P.V.5, page 5).¹

It was thus clear that the Portuguese authorities had taken the necessary disciplinary action.

The United States representative had referred further to the recent appointment of a new Governor of Macao. The appointment made was a very important one as the official in question had twice previously acted as Governor of the colony and bore the highest reputation. On assuming office, the new Governor had instituted an important measure. He had ordered a reduction in raw-opium imports for 1938 from 500 to 450 chests ; he had given instructions for the erection of a hospital for drug addicts and for the temporary treatment of such addicts in the existing central hospital ; and, finally, he had decided to reduce the number of opium-smoking divans in Macao from 68 to 30.

His statement, M. Fernandes thought, showed the policy of the Portuguese colonial authorities in respect of the opium problem.

M. CARNOY (Belgium) had, like other members of the Committee, been deeply impressed by the description given by several members of the narcotic drug situation in the parts of China under Japanese occupation and by the very outspoken accusations levelled at the Japanese authorities. He had deliberately refrained from speaking on the subject in the hope that the Japanese delegation would be able, in its reply, to mitigate the painful impression left on the minds of the members of the Committee by those statements. So far the only person who had replied to the Japanese delegation was the esteemed representative of China, whose country was at present at war with Japan. If no other member expressed his opinion, the general public might infer that the Committee as a whole was satisfied with the reply in question.

M. Carnoy must admit that he had found the Japanese reply most disappointing. The Committee had heard statements giving a full statistical picture of the situation, in reply to which the Japanese delegation had merely proffered a series of general assertions, denied that the Japanese Army of occupation was encouraging illicit drug trafficking and asked the Committee to rely on the determination of the Japanese authorities to collaborate with other Powers in repressing the illicit traffic in narcotic drugs. He, himself, found it difficult to believe that the figures of drug manufacture for Tientsin, for instance, did not constitute a danger to the population or that behind all the figures quoted there was not some core of genuine fact. A mere affirmative assertion to the contrary was not sufficient to disprove the serious charges levelled by various members of the Advisory Committee. M. Carnoy quite understood that it might be difficult to give an immediate reply to all the detailed allegations made, but the Japanese representative should have given a fuller general explanation or at least, like the Portuguese Government in the case of Macao, promised a thorough investigation or the introduction of a definite scheme of reform extending over a number of years. The abnormal situation prevailing in North China and the activities of bandits in certain territories were not sufficient justification for the persistence of the scandalous state of affairs described.

In view of the deep impression made by the declarations heard at the previous meeting, M. Carnoy submitted that the Japanese reply was inadequate. He therefore advocated the adoption of a resolution asking for an enquiry into the charges brought against the Japanese authorities and expressing the Committee's wish that the Japanese Government should initiate a systematic campaign for the eradication of the illicit traffic in narcotic drugs in the territories under its control.

M. AMAU (Japan) regretted that he could find no justification in Dr. Hoo's comments for making any alteration in his own statement. He must therefore fully maintain the contentions which he had advanced. As already mentioned, absolutely groundless rumours were being circulated in connection with the hostilities between Japan and China. He was convinced that those rumours would be proved to be false by the enquiry which was being carried out by the Japanese civil and military authorities.

Mr. NIND (India), in connection with the figures of raw opium imports by Macao quoted by the Portuguese representative, recollected that a communication received from the Government of India had drawn attention to large consignments of raw opium for Macao which were passing through Bombay in quantities which, he was almost certain, exceeded those stated by the Portuguese representative. Mr. Nind proposed, therefore, at the Committee's next meeting, to communicate the actual figures reported by the Government of India.

M. CARNOY (Belgium) asked whether his concluding recommendation regarding the adoption of a resolution was approved. The Bureau could be asked to draft a short text summing up the general sense of the Committee's discussion on the Far Eastern situation for consideration at a later meeting.

The CHAIRMAN believed that other members of the Committee saw no need for a resolution on this occasion in view of the assurances given by the Japanese representative and of the fact that the Committee's discussions would be mentioned in the report to the Council, in which report the necessary reference would be inserted.

Dr. Hoo Chi-tsai (China) said that, since 1934, the situation in the Far East had always figured separately on the Advisory Committee's agenda and been the subject of a final resolution. At such a critical time as the present, the omission of the usual resolution would create a bad impression. The Committee might resolve that the full Minutes of the discussions should be communicated to the Governments concerned with a request for their observations and, in an additional paragraph, the Committee might express its general views on the situation in the Far East. Dr. Hoo took the opportunity of thanking Mr. Fuller for the tribute he had paid to the Chinese Government's annual report for 1936 and its efforts to maintain the campaign against narcotic drugs. He also thanked the representative of Belgium for the sympathetic references made to China.

M. EMBIRICOS-COUMOUNDOUROS (Greece) seconded the proposal of the Belgian representative. A resolution was the natural climax of the discussion just concluded.

Colonel SHARMAN (Canada) concurred with the views of the Greek representative.

The CHAIRMAN inferred that the Rapporteur would be asked to submit a draft resolution for consideration at a later meeting.

Dr. CARRIÈRE (Switzerland), Rapporteur, agreed on the understanding that he would have the benefit of M. Carnoy's collaboration.

1283. Communiqués issued by the Information Section concerning the Meetings of the Advisory Committee (continuation).

M. MIHAILOVITCH (Yugoslavia) drew the Committee's attention to the misleading impression conveyed by certain passages in *communiqué* No. 8508, issued by the Information Section, which he had only just received. As these *communiqués* were the source from which the Press derived its information, they should be most carefully compiled if the public were to be correctly informed of the Committee's activities. The version of his remarks given on page 5 did not reflect the real point of his observations at the previous afternoon's meeting. Apart from a mistaken reference to the 1931 Limitation Convention instead of to the 1925 Geneva Convention the *communiqué* did not make it clear that the opium seized in the Far East came, as the report of the Sub-Committee on Seizures showed, from countries which were not signatories to the latter Convention. Sufficient stress had not been laid either on the importance to exporting countries of the Far Eastern market and no reference had been made to the humanitarian considerations which, as he had urged, should induce certain producing countries to decrease their output of raw opium, or to his suggestion that consuming countries follow the example of the United States of America and Canada and refrain from purchasing from countries which supplied the illicit trade in the Far East.

M. Mihailovitch asked that an *erratum* to *communiqué* No. 8508 should be issued containing a version of his speech amended on the above lines.

M. ERKAN (Turkey), referring to paragraph 2 on page 2 of the same *communiqué*, objected to the inclusion of Turkey in the United States representative's references to illicit imports of opium into Manchuria. All exports of Turkish opium, he repeated, were based on import certificates issued by the Governments concerned. Not a single kilogramme of Turkish opium had been exported to Manchuria. He trusted, therefore, that Mr. Fuller would have the necessary correction made in the report of his speech.

Mr. FULLER (United States of America) agreed that the reference in question was quite unjustified, as would be seen from the complete record of his speech. The figures regarding alleged Turkish imports were based on a report supplied by the authorities at present functioning in the territory in question, reports for which he accepted no responsibility.

M. RENBORG, Acting Director of the Opium Traffic Section, had noted a reference in Mr. Fuller's statement to the misleading description of the real situation given in documents

O.C.1564(f) and (g). He would remind the Committee that the documents in question reproduced information supplied by the United Kingdom authorities and derived by the latter from public sources.

Mr. FULLER (United States of America) said that, to the best of his recollection, the information in question was based on documents published in Manchuria for which the United Kingdom authorities of course were not responsible.

He took the opportunity of pointing out that the figure "29,000" on page 3, paragraph 3, of the *communiqué* should be corrected to read "2,900" and that the heading to section 4 on the same page should be "South China" not "South-west China".

M. AMAU (Japan) realised the great difficulty of correctly drafting such *communiqués*, particularly when lengthy speeches had to be condensed into a single paragraph. He found many important passages in his statement made on June 13th omitted from the *communiqué*. If such *communiqués* were filed for permanent reference or transmitted to Governments, he would be glad to co-operate in redrafting any speeches attributed to him.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the only permanent authoritative record of the Committee's proceedings was the collection of Minutes which was published under League responsibility and contained full reproductions of the statements made by the members. At the same time, the Secretariat would always endeavour to make the Press *communiqués* as accurate and complete as possible and in the present case would be glad to issue the necessary *corrigendum*.

Dr. Hoo Chi-tsai (China) doubted whether the circulation of a *corrigendum* would rectify the wrong impression already produced by the original *communiqué*.

Major COLES (United Kingdom) agreed that the Minutes constituted the authentic record of the Committee's proceedings, but pointed out that, as the public depended for its information on the Press *communiqué*, it was vitally important that the latter should be accurate. Experience showed that no *corrigendum* ever really succeeded in rectifying the impression conveyed by the original *communiqué*.

M. RENBORG, Acting Director of the Opium Traffic Section, agreed with Major Coles but thought that, in view of the demand for a rectification, the Secretariat had no option but to issue the necessary *corrigendum*.

ELEVENTH MEETING (PUBLIC)

Held on Friday, June 17th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the assessor, except the representatives of Czechoslovakia, Peru and Uruguay.

1284. Consideration of the Report of the Preparatory Committee for a Conference to examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (document O.C.1744).¹

The CHAIRMAN spoke as follows :

The business of the Committee to-day is to discuss the report submitted to it by the Preparatory Committee on the main principles which might serve as a basis for a future convention for the limitation and control of poppy cultivation and production of raw opium, and for the control of all other raw materials from which opium alkaloids may be extracted. The Preparatory Committee met on May 23rd and has held twelve meetings ; there have been four meetings held by a Sub-Committee. It is a pleasure for me to announce to-day, in this public session of the Advisory Committee, that the work of the Preparatory Committee has met with complete success. I think this is to no small extent due to the fact that we have worked in private sessions where we were able to exchange freely our ideas and to explain to each other the situation of our various countries with reference to this problem.

As a result of the Preparatory Committee's work you have before you now a definite plan for a future convention containing a set of the main principles which should be embodied in the future convention. The plan includes methods of ascertaining the recognised world requirements of raw opium and a scheme for adapting opium production to these requirements. I shall not go into detail here in regard to the plan itself, but I desire to state publicly that the report of the Preparatory Committee enables the Opium Advisory Committee to take

¹ For the final text of the report, see document C.221.M.123.1938.XI. (Ser.L.o.N. P.1938.XI.1), page 9.

an important step towards the final goal at which we are aiming—namely, the suppression of the abuse of narcotic drugs. I should like also to lay stress on the fact that one of the great advantages of the future convention will be that it will make possible the final suppression of opium-smoking in countries and territories where it is still authorised, as the convention will limit opium production to recognised world requirements and will contain measures to reduce gradually the quantities of raw opium to be produced for the manufacture of prepared opium. Within a period to be fixed by the Conference the manufacture of prepared opium will cease, provided of course that the new convention will be effectively applied.

I will not say that all the difficulties have been overcome. The plan drawn up provides for measures which in some respects are far-reaching and includes novelties in international legislation. The plan will now go to Governments for their observations and I feel confident that, next year, the Advisory Committee will be able to take another important step—namely, the framing of the principal articles of the new convention. It is a pleasure for me, as Chairman of the Advisory Committee, to pay a tribute to the members of the Preparatory Committee for the spirit of international understanding and good-will which they have shown and which has made it possible to put before the Committee this plan for the future convention.

In conclusion, I would like to point out that the success achieved by the Preparatory Committee is all the more gratifying as attempts have been made from the outside to hamper and frustrate the Committee's work by false rumours and by spreading suspicion and sowing dissension. Such attempts could of course not influence the Committee's work, but they are none the less to be deprecated. This Committee, and the Preparatory Committee, are working and have always worked for a common goal—namely, the saving of humanity from the drug evil which threatens its welfare and happiness.

Finally, I would like to pay a tribute to the Secretariat which by its very thorough preparatory work has in no small measure contributed to the success of our task.

Dr. CHODZKO (Poland), Chairman of the Preparatory Committee, said that it was a pure formality for him to submit the report, since all the members of the Advisory Committee had also been members of the Preparatory Committee.

The CHAIRMAN announced that a communication had been received from the Yugoslav Government stating that M. Varjitch would participate in the Committee's work as expert.

The Preparatory Committee's report had already been discussed in detail by the Preparatory Committee itself; he invited the members of the Advisory Committee to discuss the report as a whole before passing to its adoption.

M. SADAK (Turkey) congratulated the Rapporteur on the objective nature of his report, which faithfully reflected the discussions in the Preparatory Committee. He desired also to thank the Secretariat, in the person of the Acting Director of the Opium Traffic Section.

The Rapporteur had had a difficult task. This vast and difficult question had been further complicated by differences that had often arisen regarding certain basic principles. In spite of those differences, the report was not pessimistic. As the result of a unanimous desire to find a sound basis for the future convention for limiting the production of opium, agreement had now been reached on a number of important points.

That same good-will existed also in Turkey which, as one of the chief producers of opium, had long ago set on foot, of its own accord, a vast programme of limitation. Poppy-growing, previously carried on in sixty-two provinces, was now restricted to seventeen; this reduction in the area under cultivation had obviously resulted in a reduction in the production of raw opium. Turkey was now producing an average of 217 tons a year, compared with her former annual output of 500-600 tons. Raw opium produced for scientific and medical purposes now amounted to 80,000 kilogrammes, compared with 243,600 kilogrammes in 1934.

The licit world requirements of opium had remained practically stable, and Turkey's exports were now only one-third of what they had previously been—that was to say, an average of 117 tons per year. Limitation measures had been completed by the creation of a Government Monopoly. The prohibition of poppy growing over wide areas had made price regulation by the State necessary, in order that poppy cultivation should no longer be lucrative for the growers, who, moreover, were being encouraged to turn to other crops. The Government Monopoly purchased direct from the growers.

The Turkish Government had not only been able to cope with economic and financial difficulties; it had had, above all, to face a big social problem. The fact that it had been possible to solve those problems, at all events in part, was due first to the possibility of multiple crops in Turkey, and, secondly, to the Government's systematic policy of industrialisation. A certain proportion of the peasants, engaged until recently in the cultivation of opium, were now growing beetroot, cotton, tobacco, etc. The Committee would realise, from the concrete facts just quoted, that in Turkey the ground was already prepared for the application of the future convention. Turkey's efforts might serve as a successful example of what could be done.

The fact should, however, be emphasised that, in the Turkish Government's opinion, a convention for the limitation of the production of raw opium could only be successful if it were based on principles of justice and equity. Turkey would play her part in ensuring the success of such an undertaking, even though it meant further sacrifices, provided that those fundamental principles were taken as a basis in framing the proposed convention. By "principles of justice and equity" M. Sadak meant an equitable distribution of responsibilities and sacrifices between all the producing and consuming countries. With that as his starting-point, he had explained in the Preparatory Committee the essential conditions for Turkey's participation.

The future convention should, in the Turkish Government's view, supplement the gaps in the 1925 Convention. The Committee was laying the foundations of a great humanitarian undertaking, which would stand out in the annals of the League. That work was still in its beginnings, but no difficulties—technical, economic or social—must be allowed to shake their faith in the ultimate success of this common mission; it was only necessary, in order to strengthen that faith, to keep in mind the endless sufferings and misery which the countries could alleviate by suppressing the illicit traffic.

M. BAHRAMY (Iran) said that the task of the Preparatory Committee had not been easy and that its success was due to the tact and good-will of the Rapporteur and the individual members and to the assistance so readily given by the Secretariat. The plan now submitted was designed to cover a long period. Considerable divergence of opinion had been apparent, and there were still difficulties to be overcome. The Committee, was, nevertheless, justified in being optimistic.

The Iranian Government considered that the problem had economic, financial and social aspects, and was ready to co-operate. Special attention would have to be paid to one point in particular—the position of the peasants—when the Preparatory Committee's report was discussed in detail. The Iranian Government was prepared to enforce a policy of limitation of production within the country, and, in its international policy, to co-operate with the other countries. He had referred in the Preparatory Committee to the Ministerial Decree under which poppy-growing had already been prohibited in a number of areas suitable for cultivation, with the object of preventing any contamination of neighbouring territories. The institution of the Monopoly in itself represented progress; the Government dealt direct with the peasant producer and illicit dealings were, as a result, practically impossible.

In the Iranian Government's view, the future convention must solve the problem of production on an equitable basis, taking duly into account the interests of producing and consuming countries alike.

M. MIHAILOVITCH (Yugoslavia) associated himself with the tribute paid by previous speakers to the impartiality of the Chairman and Rapporteur of the Preparatory Committee and to the work of the Secretariat. The Yugoslav delegation had already explained in detail its attitude towards the question of the limitation of production. He now proposed simply to quote figures showing the areas sown and the annual production in Yugoslavia during the past few years. The average area sown, from 1925 to 1930 inclusive, was 11,580 hectares; from 1931 to 1936 inclusive, the area was reduced to 6,480 hectares. The average annual production of opium from 1925 to 1930 inclusive, was 115,000 kilogrammes; from 1931 to 1936 inclusive, it dropped to 48,000 kilogrammes.

M. Mihailovitch desired to sum up the Yugoslav Government's attitude towards the future convention. In the first place, his Government accepted the principle of the limitation of the production of opium, the methods to be established by common agreement at the future International Conference; secondly, the Yugoslav Government declared that, in framing the limitation convention, the legitimate interests of the producing countries should be taken into account and that, with that object, it was advisable (a) to institute also quantitative limitation of the production of morphine from the stalk or dried capsule of the poppy-plant (Hungarian system), (b) to give producing countries export quotas commensurate with their share of the international market, at all events during the past twelve years, at the same time distinguishing clearly between opium for the preparation of smoking-opium and opium for medical use, and (c) to make it possible for producing countries to substitute other crops for poppy crops in areas where the latter had been reduced. In the third place, the Yugoslav Government considered that the adoption of the Limitation Convention would be greatly facilitated if it were agreed to adopt the following measures: (a) to guarantee minimum prices for the limited quantities of opium produced, (b) to facilitate the disposal of existing stocks, and (c) to destroy opium and drugs seized in the illicit traffic. Lastly, the Convention should not come into force until all the countries concerned had acceded thereto, including, in the first place, those which produce and use raw opium.

Dr. KARADJOFF (Bulgaria) associated himself with the Chairman's tribute to the Preparatory Committee, the Rapporteur and the Secretariat. The Committee's progress had seemed slow at times, but the principles of the future convention which it was hoped to conclude were beginning to take shape. He had no further information to offer, but wished to accept his share of the responsibility which devolved upon all members of the Committee.

The object in view was to discover a satisfactory solution for a complex problem which must be considered under four aspects: humanitarian, social, industrial and penal. The purpose was to help mankind to rid itself of a scourge and to save it from degenerating. It was desired next to enable thousands of human beings to enjoy the benefit of their thankless

and badly-paid labours, and, lastly, to obtain from the raw material the medicaments necessary for human needs. There was certainly no conflict of interests in that triple objective. All countries were bound by common interests and common duties in their efforts to suppress the illicit and immoral traffic which frustrated their humanitarian work. There were no real points of difference—that had gradually become clear.

In the report submitted by the Preparatory Committee, a plan was now emerging from the chaos of individual ideas and individual interests. The Committee had only to face the problem resolutely to find a solution.

The Committee had to consider the possibility of limiting and controlling the cultivation of the opium poppy and, hence, the production of raw opium. At first sight, the solution appeared to be simple : determine the area to be sown. But statistics showed that the raw opium yield varied appreciably in any one country, and the degree of variation was even more striking in different countries, ranging as it did from 1.6 kilogrammes to as much as 29 kilogrammes per hectare. There was thus no common measure for determining the area to be sown, and that solution must accordingly be abandoned. Nevertheless, the Bulgarian Government considered that a common measure could be found in the quantity of raw opium to be fixed for the annual production of each country. It had in mind a system of quotas, to be allocated to each producing country by an international organ, combined with a system of supervision on national and international lines. National control would certainly not be the same in all countries. The position in a vast state such as China and in the big producing countries would be quite different from that of a small country where production was low. International control, on the other hand, would be the same for all countries.

Should the proposed supervisory organ be in the nature of a mixed body, where the interests of producing and consuming countries would be represented by their nationals, or should it be an impartial neutral body ? The Bulgarian Government was in favour of the second system. The organ in question should be so constituted as to be removed from all rivalry and egoism ; it should be a supervisory body set up under the League's auspices. Individual countries would, of course, have the right to make representations to it. International control would be virtually ineffective unless strict national control were instituted. That was how the Bulgarian representative interpreted the desire of certain countries that attention should be concentrated on national control ; it did not, however, imply any intention of avoiding international control.

General agreement appeared to exist in the Committee as to the principle of limiting the production of raw opium to medical and scientific needs, which really meant reducing the cultivation of the opium poppy. M. Karadjoff had appreciated highly the observations of the United States representative, particularly his report on the serious situation in the Far East. No one could remain unmoved in the face of such a menace ; no one could turn a deaf ear to such appeals for help. To do so would be to reject all idea of international co-operation in the sphere of narcotics suppression and would be an infringement of international law under the existing conventions. But all the League's efforts in that domain were bound to be ineffective unless the country concerned was prepared to help itself. In that connection, the statistics were encouraging : during the period 1934-1936, China had reduced the area under cultivation from 235,000 to 80,000 hectares and production from close upon 7,000,000 kilogrammes to about 2,000,000 kilogrammes—a magnificent effort. Any existing divergence of view concerned therefore, not the principle involved, but its application.

If the producing countries were ready to make heavy sacrifices for a humanitarian object, their desiderata must be given a proper hearing. That was the social aspect of the problem : in helping those who were sick, the healthy members of society must not be sacrificed.

It would be necessary to proceed by stages. There should first be an agreement not to introduce the opium poppy in countries where it had not hitherto been cultivated. Again, when allocating the raw opium quota to each country, countries which had increased their production just as others were making sacrifices must not be placed in a privileged position.

The social aspect of the problem would be apparent to all ; everything must be done to avoid a crisis such as had always been associated with any economic transformation. England had known such a crisis when, in the seventeenth century, she had passed from an agrarian to an industrial regime.

It was essential therefore to proceed gradually. The question of the reduction of the cultivation of the opium poppy must be considered in close connection with that of the possibility of gradually replacing the opium crop by other crops, and with that of prices. It was intolerable that the families of peasants working in the fields for sixteen hours a day on poppy growing should not be able to pay for doctors or medicines ; it was not right that they should be so badly paid.

Bulgaria had reduced the area under poppy cultivation and had prohibited the manufacture of drugs, thus passing from the category of producing and consuming countries to that of producing countries only. The position might perhaps have to be reviewed in the light of the large differences between the prices of the raw material and those of the manufactured

products. The question of fair prices was very important, and M. Karadjoff noted that the Secretariat was prepared to examine it in co-operation with the various Governments.

Referring to the question of the extraction of morphine from the opium-poppy plant, the Bulgarian representative said that he did not feel competent to discuss that subject in detail; he would not have mentioned it at all, were it simply a question of production for internal consumption and the requirements of national defence. But that was not the case. It seemed illogical to reduce the cultivation of the opium poppy, the raw material for the manufacture of morphine and other drugs and, at the same time, to authorise the extraction of morphine from the opium-poppy plant.

Bulgaria was prepared to co-operate as closely as possible with the Advisory Committee and the League Secretariat and to offer her modest but loyal and enthusiastic contribution towards their common effort.

Dr. Hoo Chi-tsai (China) desired to state the Chinese Government's views concerning the draft convention. The convention should aim at the suppression of the abuse of drugs; by suppression, the Chinese Government meant the suppression of all non-medical consumption, a formula which would cover opium for smoking and eating. The abolition of the traffic itself should not be the aim of the Convention; earlier Conventions had been designed with that object. Neither should the limitation of production of raw opium be the final objective. Those two ideas—the suppression of the illicit traffic and the reduction of the production of raw opium—must not lead to the real issue being overlooked. They must not be used as a pretext for preventing the total suppression of opium-smoking. The Hague Convention of 1912 already envisaged the abolition of that practice; now, in 1938, it was high time to take definite steps and to fix a date by which the use of opium for smoking purposes should cease. Before its complete abolition there should be a substantial annual reduction of the production of raw opium for the preparation of smoking-opium. A limitation convention which failed to satisfy those desiderata could not be regarded as representing any real advance on the existing Conventions.

Dr. CARRIÈRE (Switzerland), thought that, having heard representatives of producing countries, the Committee should now hear the representative of a consuming country (or rather a manufacturing country—since Switzerland was not really a consumer of opium beyond her medical and scientific requirements) which, though not directly concerned in the problems of opium production, could not ignore the very serious issues which they raised. The aim must be to limit the production of opium to world medical and scientific requirements. The 1925 and 1931 Conventions had already produced satisfactory results, but the problem to-day was to attack the evil at its roots; that was the purpose of the convention now being prepared, and he hoped that, as the keystone of the structure built to combat the drug menace, that instrument would fulfil all the hopes which were being founded on it. He himself looked forward to a convention which by regulating and controlling the cultivation and commercial exploitation of an agricultural product, would introduce into international legislation a restrictive principle which, he believed, had never hitherto been applied. That innovation would certainly be one of the most striking features of the future convention. In this matter, as in regard to the 1925 and 1931 Conventions, Switzerland would certainly participate in any steps the League of Nations might take to combat and abolish the drug evil.

Mr. NIND (India) said that the last two speakers had mentioned as the objectives of the future convention the complete suppression of the use of raw opium for other than medical and scientific needs. It had been decided, he thought, in the Preparatory Committee, to state that the objectives of the convention were (1) to suppress the abuse of narcotic drugs and (2) to supplement the previous Conventions. That phraseology should, he submitted, be sufficient to ensure that the poppy would not be cultivated in quantities in excess of legitimate world requirements.

He reminded the Committee that the use of opium in India was not confined to scientific and medical needs. That point had been dealt with at great length at the Conference in 1925. On that occasion, the representative of the Government of India had indicated the principles which were followed in India. Briefly, he had taken up the position that the problem was an internal problem for India and not the concern of the outside world; the fact that opium-eating was allowed in India and that a large quantity of the drug was produced there for that purpose was not a menace to others, in view of the system of control which was enforced in the country itself. Secondly, a large proportion of the opium consumption in India was required for medical and veterinary purposes—he should perhaps say quasi-medical purposes: for years, opium had been regarded as a specific against intestinal and other diseases. There was a population of over 350 million in India, and it was not feasible to stipulate that the use of opium should be governed by purely medical principles. Thirdly, the amount of opium consumed *per capita* in India was small and compared favourably with the figures for other countries whose consumption was limited to medical requirements; it included veterinary as well as human uses. The figure of 18 grains *per capita* in 1925 had fallen in 1934 to 10 grains.

Such were the main reasons which had led the Government of India to consider that it was not feasible to limit the use of opium to scientific and medical needs. It must not be thought, however, that the Government, while tolerating its use, was doing nothing to diminish consumption. There had, as a matter of fact, been a progressive decline. Control, as the Committee was aware, was in the hands of the provincial governments. A system of provincial

autonomy was provided for under the recent Constitution, and the growing opinion against the use of opium would now find a readier means of expression. The results could, he thought, be awaited with confidence.

M. BOURGOIS (France) said that the Hague Convention of 1912 prescribed, without further details, "national control of the production and distribution of raw opium". The Geneva Convention of 1925 organised "international control" over the trade in narcotic drugs, more particularly trade in opium, by a system of "import and export certificates" and by the institution of the "Permanent Central Opium Board", which was responsible for supervising the movement of trade by means of quarterly and annual statistics communicated to it by Governments. Neither of those diplomatic instruments limited the manufacture of opium alkaloids (morphine and heroin). Experience had shown that excess quantities were being produced which were disposed of in the illicit traffic. A new Convention, signed at Geneva on July 13th, 1931, limited the world manufacture of narcotic drugs specifically to world requirements. But that Convention again, like the earlier ones, did not limit the production of the raw material: opium. It was evident—as in the case of morphine—that excess quantities of opium in the market found their way into the illicit traffic: smuggling of opium for smoking, clandestine manufacture of alkaloids. That was why the Opium Advisory Committee had been led to consider the possibility of limiting the cultivation of the opium poppy. The limitation of agricultural production was a much more difficult problem than that of restricting the output of a few factories. The results achieved at the present session nevertheless held out hope of future success in that field.

The 1931 Convention had created a precedent of far-reaching importance in the international political and economic sphere: it had limited the world production of a manufactured product to legitimate requirements, by instituting a regular international administration which exercised complete control—including, if necessary, an embargo—over the whole of a specific industry and trade. It was the first experiment in "managed economy" applied to the whole world and covering the whole industrial and commercial process, from the raw material to the consumption of the manufactured product. That juridical conception, the most daring ever conceived, had been regarded as Utopian. The experiment, however, had proved successful. Sixty States had acceded to the Convention. Licensed drug factories to-day produced only for the medical requirements recognised by Geneva. The embargo had been enforced on several occasions.

Success would, M. Bourgois hoped, also attend the Committee's efforts to conclude a convention for the limitation and allocation of world production. The convention might be expected to produce very useful results, particularly in the case of opium for smoking. One effect of the restriction of the illicit market which would be sure to ensue would be to oblige the smoker to "register". Thus, one of the immediate and certain results of the future convention would be to facilitate the adoption by the monopolies of the system of licences, registration and even rationing of smokers. That prospect in itself was sufficient to justify the study undertaken by the Opium Advisory Committee.

The CHAIRMAN expressed his appreciation of the encouraging observations submitted by members of the Committee, particularly by representatives of the producing countries.

The continuation of the discussion was adjourned to the next meeting.

TWELFTH MEETING (PUBLIC)

Held on Friday, June 17th, 1938, at 4 p.m.

Chairman: M. DELGORGE (Netherlands).

Present: All the members of the Committee and the assessor, except the representatives of Czechoslovakia, Peru and Uruguay. Also present: Sir Malcolm Delevingne.

1285. Consideration of the Report of the Preparatory Committee for a Conference to examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (continuation) (document O.C.1744).¹

The Committee proceeded to discuss the report chapter by chapter.

INTRODUCTION

(a) *Initial Objects of the Proposed Convention.*

Sir Malcolm DELEVINGNE, Expert, noticed in paragraph 5 a reference to the Protocol of the second International Opium Conference. In his opinion, it would be more correct to

¹ For the final text of the report, see document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), page 9.

refer to the Protocols of both the Conferences which met in 1924/25 and which were mutually complementary. The point might be met by printing in a footnote to this paragraph the texts of Articles I and II of the Protocol of the second¹ and Articles II and III of the Protocol of the first Opium Conference.²

The CHAIRMAN thought that the passage as it stood was correctly worded inasmuch as the reference was to the conference of opium-producing countries, but saw no objection to adding the footnote suggested by Sir Malcolm Delevingne.

Sir Malcolm Delevingne's proposal was adopted.

Colonel SHARMAN (Canada) recollected that it had been agreed to use a slightly different wording for the expression "Manchuria and Jehol" in the last paragraph of this Section of the report.

Major COLES (United Kingdom), Rapporteur of the Preparatory Committee, had consulted the Chinese and Japanese representatives on this point but had not succeeded in finding a form of words acceptable to both parties. He suggested, therefore, the adoption of the same expression as used in the Advisory Committee's 1937 report—namely, "China proper, Manchuria and Jehol ("Manchukuo").

Dr. Hoo Chi-tsai (China) was prepared, as on previous occasions, to accept the compromise wording proposed.

(b) Further Developments.

Use of Poppy Plant for the Extraction of Opium Alkaloids.

M. CARNOY (Belgium) questioned whether it was appropriate to talk of the "poppy plant", a broad expression which might be taken to include the innocuous seeds. Possibly a footnote should be added explaining that "poppy plant" included the whole of the plant, with the exception of the seed.

M. RENBORG, Acting Director of the Opium Traffic Section, said that it would be necessary to define the expression "poppy plant" in the future convention. It might therefore be useful to append a footnote to this passage in the report, explaining that the term "poppy plant" was to be interpreted as including any part of the poppy plant, either green or dry, which may contain opium alkaloids.

M. Renborg's proposal was adopted.

Dr. BALLENEGGER (Hungary) made the following statement :

The Preparatory Committee's report now under discussion refers to two kinds of materials, the production and use of which are to be limited or controlled by a future convention. These materials are, in the first place, the poppy crop used for the production of raw opium, and raw opium itself, and, in the second place, poppy straw. As these materials differ considerably, it will be advisable to discuss them separately.

Hungary is not an opium-producing country and is therefore not directly interested in questions relating to raw opium production. In the present circumstances, however, she would be only too glad if the Advisory Committee found it possible to arrive at agreements which would bring it closer to its objective—the abolition of the abuse of narcotic drugs. Hungary will have no difficulty in agreeing to any measures which the Advisory Committee adopts on this subject as a result of its discussions.

The raw material of direct importance to Hungary is the dried poppy straw. The process of extracting poppy alkaloids from poppy straw is the invention of a Hungarian scientist, and Hungary was the first country to make industrial use of his patent. Because of its country of origin, the process is also known as the Hungarian process, or alternately, as the direct process. I propose to devote a few remarks to the raw material used in this process.

The Preparatory Committee's report³ refers to the question whether the use of poppy straw as a raw material for the manufacture of opium alkaloids should be prohibited or controlled.

In a summary of the discussions regarding the prohibition of the use of this raw material, for the Extraction of opium alkaloids, a matter raised by the representatives of certain countries, it is stated⁴ that "Other members of the Committee did not consider it possible to prevent the exploitation of a method of manufacturing opium alkaloids which represented definite scientific progress". In the same paragraph of the report, it was said that the representative of Poland had drawn attention to the fact that "In the interests of national defence, Governments could not forego the right to obtain drugs from raw material available in the country". This principle must also govern the action of the Hungarian Government.

I feel, therefore, that it would be inadvisable to insert in the future convention an article prohibiting the use of poppy straw.

¹ See *Official Journal*, May 1925, page 713.

² *Ibid.*, page 681.

³ Document C.221.M.123.1938.XI (Ser.L.o.N. P. 1938.XI.1), page 12, Section (2), paragraph 2.

⁴ *Ibid.*, page 24, Section (3), paragraph 2.

It was also suggested in the Preparatory Committee " that the parties to the Convention which were using or intending to use poppy plant for this purpose (the extraction of alkaloids) should undertake to manufacture drugs from this raw material for internal needs only and not for export " (page 46 of the roneographed text).¹ The Hungarian point of view on this subject is that the amount of drugs which a country can manufacture in the course of a year is limited by Article 6 of the 1931 Limitation Convention. Paragraph 1(c) of this article empowers a country to manufacture² " such quantity as may be required by that country . . . for the execution during the year of orders for export in accordance with the provisions of this Convention ".

Hungary feels that, if it is suggested that a distinction be drawn between the means to be adopted for producing the quantities of opium alkaloids required for internal needs and for the amount required for export, she will have to consider whether this suggestion is not at variance with the provisions of the Limitation Convention. In my opinion, this question could only be raised concurrently with a request for revision of the 1931 Convention, made in accordance with Article 33 of that Convention, and, in that case, the procedure laid down in that article will have to be followed.

As regards the question of controlling the use of poppy straw (page 13 of the roneographed text)³, poppy straw and heads are mentioned as raw material which is to be subjected to certain measures of control if and when used as raw material for the extraction of opium alkaloids.

Further on the report states :⁴ " If it should be decided to extend certain measures of control to poppy straw as raw material for the extraction of opium alkaloids, certain of the main principles indicated under Sections 3 to 6 might, with such modifications as might be found to be necessary, be applicable to that raw material ".

In regard to these two passages, I wish to draw attention to the fact that certain regulations already exist for controlling poppy straw and heads, regulations which cover this raw material used for the extraction of opium alkaloids. The principle underlying these rules was formulated by the Advisory Committee in its report to the Council on the work of its twentieth session, as follows :⁵

" . . . Poppy straw is, in fact, a ' raw material ' within the meaning of the Conventions, and as such is covered by Article 22 of the Geneva Convention and Articles 16 and 17 of the Limitation Convention."

This principle and the rules which it entails are applied in Hungary and are regarded as adequate for effective control of the use of this raw material.

Hungary does not, in principle, object to the framing of rules having a still closer bearing on the trade in poppy straw as a raw material for the manufacture of opium alkaloids. I think, however, that, in framing such rules, consideration should be given to the very special nature of this raw material, which cannot in any way be assimilated to raw opium.

Raw opium is a narcotic drug which can be used as such without further preparation. It is the subject of illicit use and traffic, which are very difficult to combat. Its high morphine content makes it very suitable for the clandestine manufacture of dangerous drugs. Regulations for its effective control must, therefore, cover all, even the smallest, amounts of the substance. Poppy straw, on the other hand, is a bulky material with a very low morphine content and is essentially a harmless product which cannot be directly used as a narcotic drug. The quantity necessary to give a substantial volume of alkaloids is so great that it could not escape the attention of the authorities. It is thus a raw material which can easily be controlled.

These points must be borne in mind in framing rules for controlling the trade in poppy straw as a raw material for the manufacture of morphine.

After closely studying sub-heads 3 to 6 of the Preparatory Committee's report (pages 14 and 15 of the roneographed text)⁶, it is my conviction that none of the principles there formulated regarding the limitation of raw opium production can be applied to poppy straw.

In the list of substances to be subjected to certain measures of control in the future convention, the Preparatory Committee's report includes the opium poppy cultivated for other purposes (page 13 of the roneographed text).⁷

In Hungary, poppies are always grown for food purposes. In manufacturing alkaloids, only the waste products of that production are used. The total amount of this waste material which can be used for manufacturing narcotic drugs is considerably greater than the amount actually used. The surplus is not the subject of commercial transactions ; it is a perishable product of practically no value to the farmer, who burns it or throws it on the dung-heap. From the standpoint of control of narcotic drug production, only the amount of straw bought

¹ Document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), page 24, Section (3), paragraph 3.

² See *Official Journal*, September 1931, page 1801.

³ Document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), page 13, Section 1(b), (1).

⁴ *Ibid.*, page 14.

⁵ Document C.253.M.125.1935.XI (Ser. L.o.N. P. 1935.XI.2), page 13.

⁶ Document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), pages 13 and 14.

⁷ *Ibid.*, page 13, Section 1(b), (2).

by the factory for extraction of alkaloids is of any interest, and it is this amount which must be controlled, as is done also in Hungary. Since, therefore, there is no connection in Hungary between poppy growing and the manufacture of narcotics, it seems to me superfluous to subject poppy growing in my country to any form of control. Such measures would in no way serve the humanitarian purpose of existing Conventions or of the convention to be drawn up in the future—that is to say, the suppression of the abuse of narcotic drugs—but it would hamper the freedom of action of our farmers and react unfavourably on the country's agricultural production.

Naturally, what I have just said on this point only concerns Hungary, which is eminently an agricultural country where the poppy has been grown for centuries as an important foodstuff and where no abuses have ever been observed in connection with the plant. The question may take a different form in other countries, but, even where the competent authorities might consider that poppy growing should be brought under a certain form of control, I believe that national control would be sufficient. The question of establishing any form of control might therefore be left to the free discretion of each country.

Dr. CHODZKO (Poland) said that the Hungarian representative's statement compelled him also to revert to the question of poppy straw and to make the following declaration on behalf of the Polish Government :

The opium poppy is not grown in Poland, poppy straw and poppy heads only being used for the manufacture of alkaloids. Poland does not grow poppies specially for the extraction of these alkaloids. As the poppy is grown for its seed, which is used for technical and industrial purposes, cultivation extends all over the country. To extract alkaloids from poppies it is necessary to have complicated plant and specially qualified chemists. In such circumstances, the clandestine manufacture of such drugs is impossible. Moreover, the raw material has to be supplied in very large quantities and therefore needs big warehouses, which could not escape control.

In 1937, poppy seed was exported to Austria, the Netherlands, Germany and the United States of America to a total amount of 37,666 quintals. Poland also exports poppy oil ; the quantity of poppy and other vegetable oils exported in 1937 amounted to about 1,040 quintals.

In the above circumstances, and on national defence grounds, I can only repeat my declaration made in the Preparatory Committee to the effect that, in the matter of the manufacture of alkaloids from the dried poppy plant and of poppy growing, the Polish Government cannot accept further obligations over and above those contained in the existing Conventions, ratified by Poland.

MAIN PRINCIPLES ON WHICH A FUTURE CONVENTION MIGHT BE BASED

Sir Malcolm DELEVINGNE, Expert, did not quite understand the inclusion under the heading " Main Principles on which a Future Convention might be based " of the sub-heading " I (b) (2) Opium Poppy cultivated for Other Purposes ", particularly as later references on page 19 of the roneographed text (lines 12-19) ¹ and page 20 of the same text (last paragraph) ² showed that there had been no general support in the Preparatory Committee for the idea of controlling the cultivation of the opium poppy for other purposes.

Mr. FULLER (United States of America) had agreed in the Preparatory Committee that it might not be practical to consider limiting the cultivation of opium poppies for other purposes, but felt that some measure of control over all forms of opium-poppy cultivation would have to be considered. He called attention to the legislation already in effect in Canada on that subject.

Colonel SHARMAN (Canada) also urged that, in view of the legislation already adopted in certain countries, it was necessary to include the point covered by this sub-heading among the main principles of the future convention. The list on pages 13-15 of the roneographed text ³ had, after laborious discussion, been unanimously adopted by the Preparatory Committee in order that the general public should have a clear comprehension of the principles underlying any future limitation convention. If changes were required they should be made, not in the list of principles, but in the text which followed.

Mr. FULLER (United States of America) pointed out that this important section of the report dealt with the main principles on which a future convention *might*, not *shall* or *must*, be based. The United States of America would take only a lukewarm interest, if any interest at all, in any conference which was not prepared to consider controlling the opium poppy cultivated for any purposes whatsoever.

M. SADAK (Turkey) suggested that the report represented a compromise which had been achieved with great difficulty, and that its structural balance should, therefore, not be lightly disturbed.

Sir Malcolm DELEVINGNE, Expert, had made no proposal on this point. He had, however, been struck by the inconsistency between the list of main principles and the subsequent text of the report. From the discussion which had ensued, he concluded it might be more

¹ Document C.221.M.123.1938.XI (Ser. L.O.N. P. 1938.XI.1), page 15, Section (3), paragraph 3.

² *Ibid.*, page 16, Section (4), paragraph 2.

³ *Ibid.*, pages 13 and 14.

correct to head the list on pages 13-15 of the roneographed text ¹ " Points for Consideration in regard to the Main Principles . . . "

M. RENBORG, Acting Director of the Opium Traffic Section, thought that Sir Malcolm Delevingne's proposal merited careful attention. The change which he suggested in the title might, however, weaken the value of the Preparatory Committee's work.

M. CARNOY (Belgium) pointed out that Sir Malcolm Delevingne's proposal would mean reopening the whole question.

Colonel SHARMAN (Canada), on a point of order, objected to a discussion being reopened on a section of the report which had been unanimously adopted after full discussion in the Preparatory Committee.

The CHAIRMAN suggested that no change be made in the existing text, as the views expressed would be sufficiently reflected in the Minutes of the meeting.

III. *Methods of achieving Limitation.*

5. *Methods of allocating Opium Production and Exports among Producing Countries.*

M. BOURGOIS (France) considered that the two possible methods of allocating opium production and exports among producing countries, envisaged by the Preparatory Committee—namely, the quota system and the free order system—might be fused. The free order system was in fact compatible with the quota system. By that, M. Bourgois meant, of course, the production quota and not the export quota system, as described in his first memorandum and referred to in the Preparatory Committee's report. ² All that would be necessary would be to have an additional export allowance (*limite de surexportation*) proportional to the quota. Such additional exportation was possible since the producing country could always, under existing circumstances, meet the free orders received out of its stock, if the total orders received exceeded its quota. It would, of course, be necessary to revise production quotas periodically. The percentage relation between the additional exportation allowance and the production quota would make it possible to pass gradually from the quota to the free order system, and in this way find common ground for agreement.

Like all compromises, such a system would undoubtedly have its advantages and its drawbacks; these, however, would be less than the advantages and drawbacks of the two systems of which it was a combination. Its advantage, however, from the Committee's standpoint would be that, owing to the flexibility of the additional export allowance, it would afford greater possibilities for agreement.

M. Bourgois did not propose to open an immediate discussion on this scheme, but thought it important that public opinion—which was a severe judge—should realise that the Committee had considered the problem from all its aspects.

He proposed to submit a more detailed memorandum at a later date, but would be satisfied if a brief reference to the question were made in the Advisory Committee's report to the Council.

Certain Questions of a General Character.

I. *Universal Application of the Future Convention.*

Colonel SHARMAN (Canada) asked whether the wording of the last sentence of this paragraph, referring to the attitude of the Turkish and Yugoslav representatives, did not go beyond the statements actually made by those representatives in the Preparatory Committee. In that Committee's discussions, he had raised the question of non-ratification by an unimportant and remote producing country, and had understood that Turkey would not allow her attitude to be affected by such non-ratification. It would, therefore, be more correct to insert the word "important" before "producing countries" at the end of the paragraph.

M. SADAK (Turkey), on the assumption that his declaration had been reproduced in the Minutes of the morning's meeting, had no objection to the insertion of a reference to the principal producing countries on the lines suggested by the Canadian representative.

M. MIHAILOVITCH (Yugoslavia) was prepared, subject to final approval by his Government, to accept the proposed amendment on his own responsibility. He took the opportunity, with reference to the general statements made by the representatives of Hungary and Poland, to point out that he had voted for the quantitative limit of production in order to facilitate the operation of the future convention.

M. RENBORG, Acting Director of the Opium Traffic Section, noted that, whereas the Canadian representative proposed the insertion of the word "important", the Turkish representative had suggested using "principal". The former was possibly the more suitable adjective from the standpoint of producing countries.

¹ Document C.221.M 123 1938.XI (Ser. I o.N. P. 1938.XI.1), pages 13 and 14

² *Ibid.*, page 19.

M. SADAK (Turkey) had, in order to facilitate the Preparatory Committee's work, proposed the insertion in the Committee's Minutes of a reference to the sanctions to be imposed in the future limitation convention. If the Canadian representative desired the addition of the word "important" in the passage in question, he was prepared to accept the amendment.

Colonel SHARMAN (Canada) was anxious merely to attenuate the rather absolute implication of the expression "all the producing countries". He was perfectly prepared to accept any term which was approved by the representatives of Turkey and Yugoslavia, to whose spirit of compromise he paid a tribute.

The CHAIRMAN inferred that the sentence in question would be corrected to read " . . . a Convention which was not ratified by all the principal producing countries".

The Committee adopted the amended text proposed by the Chairman.

2. New Opium-producing Countries.

M. EMBIRICOS-COUMOUNDOUROS (Greece), referring to the following sentence in the second paragraph of this subsection :

"It was recognised, however, that countries which had in the past produced raw opium, but had recently ceased doing so, would retain their right to produce raw opium in the future to satisfy their own internal needs, but not for export."

proposed to modify it to read as follows :

"The countries which had in the past produced raw opium but had recently ceased to do so, requested that they should retain their right to resume production in the future. No objection, in principle, was made to this request, but it was suggested that, if the countries in question resumed poppy growing, production should not exceed the domestic requirements of those countries or be used for export purposes."

He took that opportunity of thanking the delegations of the countries most closely concerned for their spirit of comprehension and their willingness to bear the sacrifices implicit in any future limitation scheme.

M. SADAK (Turkey) had no objection to the proposed amendment, provided a time-limit was eventually fixed for the cessation of production.

The amended text proposed by the Greek representative was adopted.

ANNEXES I-III AND APPENDICES I-III

After an exchange of views, the Committee decided that Annexes II and III only would be appended to the printed report for communication to Governments, and that the necessary changes would be made in Annex III to meet the objections raised by the Japanese representative.

The report of the Preparatory Committee was adopted, subject to the above amendments.¹

1286. Preparatory Work for a Conference to examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Action to be taken following upon the Adoption of the Report of the Preparatory Committee.

Dr. CARRIÈRE (Switzerland), Rapporteur, thought that, the Committee's exhaustive discussion of the general problem being concluded, the time had come to consider by what procedure the convention could most rapidly be brought into being. He wished in the first place to point out that the Preparatory Committee, whose report had just been discussed, had not yet completed its work, and that it would doubtless have to meet again to continue its efforts in the manner best suited to the circumstances.

Meanwhile the report, after final adoption by the Advisory Committee, would have to be communicated to the Council with the request that it should be transmitted to Governments, the latter being invited to submit their comments within a brief interval—for example, by January 1st, 1939. Much time might also be saved if members of the Advisory Committee, who were already in possession of the Preparatory Committee's report, could at once initiate the necessary conversations with the competent departments in their respective countries, in order to hasten the despatch of their Government's replies.

Once in possession of the comments and suggestions contained in those replies, the Secretariat might prepare a draft of the more important articles of the future convention, for examination by an *ad hoc* sub-committee to meet before or during the next session of the Advisory Committee.

Finally, a very useful purpose would be served if the representatives of producing countries examined the possibility of preliminary discussions between themselves in the hope of agreeing

¹ For the final text of the report, see document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), page 9.

upon concrete proposals, which would greatly simplify and shorten the discussion in the Advisory Committee.

Such was the procedure which he ventured to submit to his colleagues.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the preliminary departmental consultations referred to by Dr. Carrière, Rapporteur, could be begun as soon as the printed report was available, which would be towards the end of July, or considerably in advance of the Council's next session.

M. SADAK (Turkey) gathered from the Rapporteur's statement that the normal League procedure for Committees would be followed in the case of the present report. He agreed that preliminary consultations between producing countries would be extremely useful. Were those consultations to be spontaneous or, as he himself would prefer, organised on the initiative of some body like the League of Nations?

Dr. CARRIÈRE (Switzerland) thought it preferable for the producing countries to organise the consultations in question themselves, but was sure that the Secretariat would gladly render any assistance required.

M. MIHAILOVITCH (Yugoslavia) agreed with the Turkish representative that the League of Nations should take the initiative in the proposed consultations.

M. RENBORG, Acting Director of the Opium Traffic Section, foresaw no difficulty in the Secretariat's convening the representatives of the countries concerned and offering the usual Secretariat facilities for their consultations.

M. BAHRAMY (Iran) was quite prepared that the necessary invitation should be sent to his Government by the Secretariat, either on its own or the Committee's initiative.

Dr. HOO CHI-tsai (China) pointed out that, if the initiative were taken by the Secretariat, the Committee must decide what countries would be invited to attend, and what subjects would be discussed.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the Rapporteur had merely suggested conversations between the principal exporting countries, which were Iran, Turkey and Yugoslavia. The object of such discussions would presumably be to enable those countries to come to an agreement before the future limitation scheme and its underlying principles were discussed next year on the method to be adopted for dividing the export trade between them.

M. KARADJOFF (Bulgaria) wished to reserve the right of his country to participate in the consultations.

M. EMBIRICOS-COUMOUNDOUROS (Greece) pointed out that, if the proposed conversations were held under Secretariat auspices, they could only begin after receipt of the replies from Governments—that was to say, after January 31st, 1939. If they were held privately they might begin at once.

Dr. HOO CHI-tsai (China) reminded the Committee that no action on the lines suggested could be taken by the Secretariat until the Council's authority had been obtained.

M. SADAK (Turkey) suggested that the Secretariat should keep unofficially in touch with the representatives of the countries concerned and decide whether it was desirable to convene such a meeting as had been proposed.

Colonel SHARMAN (Canada) suggested that, in view of the important issues raised, the discussion should be adjourned to a later meeting of the Advisory Committee.

M. RENBORG, Acting Director of the Opium Traffic Section, while agreeing with the Canadian representative's proposal, pointed out that there was nothing in the League rules of procedure to prevent the Secretariat arranging unofficially with the relevant permanent delegates at Geneva for meetings to promote an agreement between producing countries.

M. AMAU (Japan) said that, if a meeting of producing and exporting countries were to be held, Japan would be an interested party in view of the fact that Korea was a producing country. He noted, moreover, from the report that the convention would not achieve its purpose unless producing and importing countries were parties to it. This raised the question of the position of "Manchukuo", which was an important producing and importing country. Japan therefore had a close interest in this question also and reserved the right to revert to it in due course.

M. SADAK (Turkey) withdrew his original proposal regarding consultations between opium-producing countries.

Dr. HOO CHI-tsai (China) reserved the right to reply to the statement just made by the Japanese representative.

The continuation of the discussion was adjourned to a later meeting.

1287. Tribute to Sir Malcolm Delevingne.

The CHAIRMAN thanked Sir Malcolm Delevingne for the valuable assistance which he had rendered in preparing for the discussions of the Preparatory and Advisory Committees in connection with the proposed Conference to consider the possibility of limiting and controlling the cultivation of the opium poppy and the production of raw opium. He trusted that it would be possible to count on his assistance in the preparations for the future Conference and the framing of the future convention.

M. RENBORG, Acting Director of the Opium Traffic Section, added to the Chairman's tribute the thanks of the Opium Section to Sir Malcolm Delevingne, not only for the assistance given during the past two months, but also for the considerable sacrifice of time and energy made by him prior to the Committee's session. The valuable help thus given was deeply appreciated.

Sir Malcolm DELEVINGNE, Expert, thanked the Chairman and M. Renborg for the kind words addressed to him.

THIRTEENTH MEETING (PUBLIC)

Held on Monday, June 20th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the assessor, except the representatives of Czechoslovakia, Peru, Turkey and Uruguay.

1288. Statistics relating to Imports and Exports of Acid Acetic Anhydride and Caffeine (document O.C.1593(c)).

M. RENBORG, Acting Director of the Opium Traffic Section, reminded the Committee that some years previously it had been decided to institute an enquiry into the imports and exports of acid acetic anhydride, a substance used for the manufacture of heroin. The Committee had since resolved to discontinue the enquiry¹ and not to ask Governments to supply statistics after the end of 1936. The first section of the report submitted (pages 1-4) summarised the statistics supplied by the various countries for imports and exports of acid acetic anhydride. Section B gave similar particulars for caffeine, a substance used for the manufacture of narcotic pills. The general enquiry originally instituted on this subject had subsequently been transformed into a more limited enquiry confined to imports of caffeine into countries in which heroin or narcotic pills were manufactured or seized.

Dr. Hoo Chi-tsai (China) drew attention on pages 4 and 6 of the document under consideration to the preponderant part played in the importation into China of acid acetic anhydride and caffeine by the foreign firms grouped under the heading "Yang Hong", which, in Tientsin particularly, were all Japanese. The figures given fully confirmed his earlier statement that the Japanese concession in Tientsin was a centre of illicit drug traffic.

M. AMAU (Japan) referred the Committee to his previous declaration regarding the Tientsin Japanese concession.²

The Committee decided to continue its supervision of the traffic in caffeine on the basis of returns to be supplied by the countries concerned.

1289. Preparatory Work for a Conference to examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Action to be taken following upon the Adoption of the Report of the Preparatory Committee (continuation)³ : Question of publishing the Minutes of the Preparatory Committee.

Dr. CARRIÈRE (Switzerland), Rapporteur, summarised the discussion which had taken place at the previous meeting on the procedure to be followed in connection with the Preparatory Committee's report.

He reminded his colleagues that the Committee had agreed that the Preparatory Committee's work must continue, that its report should be submitted to the Council and communicated by the latter to Governments for their observations, which latter should be in the Secretariat's possession by January 31st next, and that meanwhile members might

¹ See the Report of the Committee to the Council on the Work of its Twenty-second Session, page 4 (see *Official Journal*, December 1937, page 1104).

² See page 48.

³ For the final text of the report, see document C.221.M.123.1938.XI (Ser. L.o.N. P. 1938.XI.1), page 9.

initiate the necessary departmental consultations in their own countries with a view to expediting the preparation and submission of those observations. He had made the further suggestion that representatives of producing countries might examine the possibility of holding conversations among themselves, with a view to securing agreement on the specific subject of export quotas—a procedure which would greatly facilitate discussion in the Committee. Out of that suggestion had arisen the question whether the initiation of such conversations should be left entirely to the countries concerned, or whether they should be held under League auspices. It was that point, which had been left over, that the Committee must now decide.

M. RENBORG, Acting Director of the Opium Traffic Section, explained that the printed report of the Preparatory Committee would be available for the use of members by the end of July and would be officially communicated to Governments, following the Council's session in September, during the month of October.

M. BAHRAMY (Iran) deprecated any undue haste in regard to this matter. The report, after all, was essentially a synthesis of the various personal opinions expressed in the Preparatory Committee. Various points, moreover, were still obscure, particularly as to the number of countries that could definitively be regarded as producers. It would therefore be preferable to give Governments plenty of time to consult their experts and departments and to consider the comparative weight of the various arguments reproduced in the report before initiating any conversations such as those suggested.

Mr. NIND (India) thought that the report should be communicated to Governments as soon as possible. In that connection, he wished to ask whether the report would be sent by the Secretariat as a separate document or as part of the general report on the work of the Advisory Committee's session.

M. RENBORG, Acting Director of the Opium Traffic Section, explained that, normally, the reports of all League technical committees were distributed to Governments as soon as they were printed, without waiting for their formal communication by the Council. The proposal made by Dr. Carrière, Rapporteur, therefore, coincided with the procedure usually adopted. M. Renborg agreed with the representative of India that it would be useful to have the Preparatory Committee's report issued as a separate document.

The CHAIRMAN inferred that the Committee would agree to the procedure proposed by the Rapporteur, as interpreted by the representative of India.

On the question of the time-limit for the receipt of Governments' observations, he suggested that, as many Governments would require to consult their experts and, in some cases, their colonial representatives also, the end of January was possibly rather early.

Dr. HOO CHI-tsai (China) asked if the Preparatory Committee's report would be discussed at the next session of the Assembly of the League of Nations.

M. RENBORG, Acting Director of the Opium Traffic Section, replied that any member of the Fifth Committee would be fully entitled to raise at the next Assembly any question discussed at the Committee's present session.

Colonel SHARMAN (Canada) was not in favour of excessive haste. The Canadian authorities would be unable to give the Preparatory Committee's report effective consideration before the end of 1938. Experience had shown the impossibility of fixing a strict time-table for such questions beforehand. The aim should be to proceed as speedily as practicable.

Dr. CARRIÈRE (Switzerland) reminded the Committee that, if the replies from Governments were not received until February or March 1939, it would be extremely difficult for the Secretariat to prepare the basic document for the discussions at the next session of the Committee.

M. BAHRAMY (Iran) urged that it would be preferable to concentrate on preparing the ground adequately, so as to ensure that tangible results would be achieved. Distant countries required longer time for the necessary consultations.

M. RENBORG, Acting Director of the Opium Traffic Section, emphasised that, if the replies of Governments could not be furnished by the end of January 1939, it would be difficult to arrange for the Committee to discuss the question again before 1940, unless it decided to hold a special autumn session in 1939.

M. AMAU (Japan) said that the Japanese Government would do its best to comply with any decision taken regarding the submission of replies by January 31st, 1939. He trusted, however, that consideration would be given to the following difficulties which Japan would find in replying by such an early date. In the first place, the report would have to be translated into Japanese and consultations would have to be held, not only between the Government departments in Tokio, but also with the Japanese authorities in Formosa and Korea. In the second place, the Parliamentary session which would continue through November and later, would, particularly under present abnormal conditions, make special calls on the time and energy of chiefs of Government departments. Both those factors might tend to retard consideration of the report.

M. BOURGOIS (France) did not think that Governments would find it excessively difficult to take a speedy decision on a series of principles on which they were already amply informed. He could not, of course, speak for producing countries. Some of those, like India and China, had only their own domestic situation to consider, but even in the case of those which produced for export the difficulties were not really very serious.

Dr. Hoo Chi-tsai (China) suggested holding the usual spring session a week earlier in order that the Committee could consider the replies of Governments without waiting for the Secretariat's analytical report. This would give Governments an extra three months for submitting their observations.

The CHAIRMAN proposed that Governments should be informed by the Secretariat that their replies were desired as soon as possible and would be particularly appreciated if supplied by January 31st, 1939. At its twenty-fourth session, the Committee could then see how the matter stood.

M. BOURGOIS (France) considered that the preparatory work of the Secretariat in collating, analysing and clarifying the various replies received from Governments was indispensable and should not be retarded.

M. RENBORG, Acting Director of the Opium Traffic Section, endorsed the statement made by the representative of France. Governments were not being asked to express their views on a draft convention but only on the various principles which might serve as a basis for such a convention, principles with which most Governments were already familiar. If those observations were not available by the end of January, it would be extremely difficult to arrange for an effective discussion in May next. If Governments required longer time for consideration, it might be advisable to consider devoting a special session to this question only.

M. BAHRAMY (Iran) re-emphasised the special difficulties which a producing country like Iran would encounter in making a considered reply so early as the end of January 1939, even if only on the principles outlined in the Preparatory Committee's report. He himself would have to give his Government a detailed account of the meetings and comment at length on the possible consequences to Iran of the various proposals advanced. He was therefore prepared to accept the Acting Director's suggestion to hold an extraordinary session of the whole Committee or of a special sub-committee in the autumn of 1939.

Dr. CARRIÈRE (Switzerland), Rapporteur, had anticipated that the Preparatory Committee, or some other *ad hoc* Committee, would be given the task of preparing a draft of the main articles of the future convention. He felt that it would be easier for Governments to express an opinion on definite, concrete texts, than on mere principles designed to serve as a basis for the convention. Nevertheless, he was quite prepared to support the proposal.

M. BOURGOIS (France) warned the Committee that it could not usefully consider the replies of Governments until they had been co-ordinated and collated by the Secretariat. The latter might even go farther and outline the main articles of the future convention on which agreement could most easily be obtained, such, for example, as world requirements, production quotas and the establishment of a supervisory body. With such a skeleton scheme before it the Committee would be able to discuss much more easily the replies from Governments and thereafter frame a complete draft convention. The skeleton scheme ought to present the various proposals which had been made—the quota system, the free order system and the combination of these two systems. M. Bourgois could not, of course, speak for the producing countries, but urged them to accelerate their consideration of the subject as much as possible.

M. BAHRAMY (Iran) thought that the Committee should be satisfied, for the time being, with the report now before it, which was a masterly summary of the various views advanced in the Preparatory Committee, and offered a practical solution of the problem. It would be unwise to try to frame a draft convention at the present moment. Governments might be asked to submit their replies, if possible, by the end of January 1939 and the Committee could decide at its next session whether further action was feasible.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the replies received from Governments would be automatically communicated as soon as received to the members of the Advisory Committee, even before the Secretariat's analytical study was complete and before the next session of the Advisory Committee. He supported the concluding proposal made by the representative of Iran. The Secretariat would make the necessary preparatory study, and the Committee could decide at its May session whether a discussion should be held at that session or postponed to an extraordinary session later in the year. He confirmed, further, that the Secretariat's study would, if the Committee so desired, include a number of draft articles.

Dr. Hoo Chi-tsai (China) suggested that, in order to clarify various delicate points in the report, the Minutes of the Preparatory Committee's meetings should be communicated to Governments together with the report.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the Chinese representative's proposal would mean re-issuing a corrected set of the Minutes of the Preparatory Committee's meetings, which had been held in private.

Dr. Hoo Chi-tsai (China) did not think there would be any objection to the Minutes in question being published. There were several precedents for such procedure.

Colonel SHARMAN (Canada) pointed out that he had supplied corrections for his own speeches on the assumption that he would duly receive the corrections made by other members. The Canadian Government would certainly wish to have a set of corrected Minutes before finally deciding its attitude on the subject.

The CHAIRMAN inferred from the discussion that the Minutes of the Preparatory Committee would be re-issued with members' corrections inserted. The question of their publication might, he suggested, be settled at a subsequent meeting.

M. RENBORG, Acting Director of the Opium Traffic Section, added that if it were eventually decided to issue a printed set of Minutes, these could not be produced before September.

M. EMBIRICOS-COUMOUNDOUROS (Greece) had no objection to the Minutes being communicated as proposed, but thought it was the duty of the members of the Committee to report to their Governments the views expressed in the Committee on any questions specially affecting them and to supply them, where necessary, with the relevant Minutes.

M. RENBORG, Acting Director of the Opium Traffic Section, recommended members to give the Greek representative's proposal favourable consideration, as it would greatly facilitate the work of the Secretariat and also spare Governments the necessity of examining a large amount of documentation.

In reply to queries, he confirmed that a sufficient supply of corrected and, if necessary, re-issued sets of Minutes would be available.

The CHAIRMAN asked the Committee for its views on the proposed meeting of producing countries.

M. BAHRAMY (Iran) pointed out that, in view of the difficulties which it had created, M. Sadak had withdrawn his proposal on this point.

M. RENBORG, Acting Director of the Opium Traffic Section, explained that M. Sadak had subsequently expressed to him the hope that the Committee would act on his suggestion that the conversations between producing and exporting countries proposed by the Rapporteur should be held under League auspices.

Dr. Hoo Chi-tsai (China) had repeatedly emphasised in the Preparatory Committee the undesirability of the League of Nations lending its support to agreements between producers for the stabilisation of prices and division of markets. If, however, the Committee thought such a scheme desirable, he would withdraw his objections. On the other hand, he held that, if the initiative in such a move were to be taken by the League, the usual procedure should be followed and the Council's approval obtained before the Secretariat issued invitations to such a Conference. The Japanese representative's reference in this connection to Manchuria and Jehol made it all the more necessary to follow the usual procedure. He might, in the same connection, point out that Manchuria and Jehol were not exporting countries, whereas the proposal, as he understood it, was to institute conversations between representatives of exporting countries only.

M. MIHAILOVITCH (Yugoslavia) confirmed the Acting Director's statement regarding the Turkish representative's views on the question. M. Sadak and he himself had both agreed that a preliminary agreement between producing and exporting countries would facilitate considerably the work of the Committee's next session and of the future limitation conference.

The questions on which agreement should be sought were : minimum prices as compensation for reduced production and the repartition of the export markets. He could reassure the representative of China that there was no intention of establishing a producers' cartel for the maintenance of maximum prices, even though a precedent already existed in the cartel of drug manufacturing countries. The producing countries had nothing to conceal, and were therefore anxious that the proposed conversations should be held under League auspices.

M. BAHRAMY (Iran) held that it was an unfavourable moment to discuss these questions, more particularly when it was uncertain which other countries would wish to participate in the discussions. It would also be premature for the League to take any decision in the matter as Governments had not yet received the Preparatory Committee's report and would wish to await the detailed comments of their representatives before going into questions of detail, such as the price payable to producers. It was clear, moreover, that consuming countries did

not greatly favour the idea of such conversations. M. Bahramy did not think that the Government of Iran could agree to such a proposal.

Dr. CARRIÈRE (Switzerland) said that he had not, when he made his original suggestion, intended to set in motion the complicated mechanism contemplated by the representative of China. He had merely wished to expedite the future discussion of this problem by enabling producing countries to come to an agreement on the question of exports.

M. AMAU (Japan) wished to clear up any misunderstanding created by his statement made at the previous meeting. It had been said that the future convention would not achieve its purpose unless all important producing and exporting countries were parties to it. "Manchukuo" was an important producing and importing country which had its own internal plan and policy. From the external standpoint, she imported opium from Korea and other countries. Those facts could not be overlooked as far as Japan was concerned.

Dr. Hoo Chi-tsai (China) informed the Committee that he had foreseen and replied at the 1937 Assembly to the arguments advanced by the Japanese representative. He referred the Committee to the records of the Fifth Committee, where they would find his statement to the effect that Japan, by encouraging the production of opium in Manchuria and Jehol, and by claiming that those territories were independent, would create difficulties in connection with the application of the Limitation Convention.¹

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that a simpler solution of the difficulty might be to insert in the Advisory Committee's report a recommendation to producing and exporting countries that they should be prepared, at the next session, to negotiate on the question of quotas for the export trade, on the understanding that such negotiations would be held under the Advisory Committee's auspices—that was to say, that, for instance, its Chairman would preside over the discussions.

Dr. CARRIÈRE (Switzerland) and M. MIHAILOVITCH (Yugoslavia) accepted the Acting Director's proposal.

M. BAHRAMY (Iran) signified his abstention.

M. Renborg's proposal was adopted, the Iranian representative abstaining.

FOURTEENTH MEETING (PUBLIC, THEN PRIVATE)

Held on Monday, June 20th, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the assessor, except the representatives of Czechoslovakia, Iran, Mexico, Peru, Turkey and Uruguay.

1290. **Diacetylmorphine : Application of Article 19 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs.**

M. STEINIG, Secretariat, said that, during its examination of annual estimates under the 1931 Convention, the Supervisory Body had noted the following point : a certain Government, which was endeavouring to restrict the use of diacetylmorphine, had directed the attention of members of the medical profession and others to the fact that one preparation of diacetylmorphine was on sale without any indication as to the name of the drug. That appeared to the Supervisory Body to be contrary to the provisions of Article 19 of the 1931 Convention, which read :

"The High Contracting Parties will require that the labels under which any of the drugs or preparations containing those drugs are offered for sale shall show the percentage of the drugs. These labels shall also indicate the name of the drugs as provided for in the national legislation."

That article imposed two obligations, (1) the drug must be labelled, and (2) the label must show the percentage of the drug and indicate the name as prescribed by law. All preparations, even those "exempt" from the point of view of import permits, came under Article 19. Seeing that Article 19 was not yet generally observed, the Supervisory Body had asked that the question should be submitted to the Advisory Committee, which might perhaps think fit to

¹ See *Official Journal*; Special Supplement No. 174, page 58.

take a decision directing the attention of Governments to the stipulations governing the matter. The Secretariat had since been notified that the particular Government referred to had taken measures to label the drug in the way prescribed in Article 19.

The CHAIRMAN recalled the recommendations of the Sub-Committee which had drawn up the list of drugs and drug preparations covered by the Convention. If the obligations with regard to the labels were strictly observed, it would perhaps not be necessary to change the names of the proprietary medicines, should there be any change in their composition. The names of proprietary medicines, as had been noted, often possessed a certain commercial value.

Dr. DE MYTTENAERE, Assessor, said that it would be quite easy for manufacturers to put a letter "N" or "O" before the name of the preparation, so that the control service might know whether the preparation did or did not still contain the drug covered by the Convention. He did not think that the names of many proprietary medicines had been omitted from the list, which in every case indicated the percentage of the drugs. He asked whether there had been many infringements of Article 19.

M. STEINIG, Secretariat, suggested that it was necessary to distinguish between the list of drugs and the effective application of Article 19. A Government might supply a complete list of drugs covered by the Convention, but it did not necessarily follow that the label on a preparation indicated the name or percentage of the drug.

Dr. DE MYTTENAERE, Assessor, pointed out that, for practical reasons, the national regulations in the matter of control might be and sometimes were stricter than the stipulations of the Convention. The labels did not necessarily indicate the percentage, but in Belgium, for example, preparations must show the name of the drug and the quantity per dose.

Dr. CARRIÈRE (Switzerland), Rapporteur, said that the Committee was concerned with an imperative stipulation of the Convention. Any infringement of that clause must be brought to the notice of the Government concerned.

Referring to the question of a change of name, when substances other than the original ones were included in the preparation, Dr. Carrière observed that the point to be considered in such a case was whether the substance added was covered by the Convention; if it were not, it might be in the interests of the manufacturing firm to change the name. That would be the case if, for instance, codeine were substituted for morphine or heroin.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the interpretation of Article 19 was of practical importance. Its purpose was to warn the public and medical practitioners against the undue use of narcotic drugs. He instanced the case of Sweden, which, on the Committee's advice, had decided to restrict the use of heroin. Certain preparations had been found to contain heroin without any indication to that effect, the explanation being that, under the Swedish law, the drug must be described by its official name or by the name shown in the schedule to the Poisons Law. It might be that neither of those two names indicated the presence of a narcotic drug. The law in question, being older than the 1931 Convention, the sale of the preparation in question by chemists was quite legal. The Swedish Government had taken steps to remedy the situation when it had acceded to the 1931 Convention.

M. Renborg suggested that the Committee might wish to include in its report to the Council a recommendation that the attention of Governments be called to their obligation under Article 19.

The CHAIRMAN said that, after the Council had given its approval, the Secretariat might be asked to send a circular letter to Governments on the subject.

The Committee decided to make a recommendation concerning the application of Article 19 of the 1931 Convention.

1291. Diacetylmorphine : Application of Article 10 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs (documents O.C.1727 and 1743).

M. RENBORG, Acting Director of the Opium Traffic Section, said that the Secretariat had prepared a note on diacetylmorphine (heroin) which would be found in document O.C.1743. He indicated briefly the chief points dealt with in that document. It began with a reference to the recommendation adopted by the 1931 Conference on the subject of diacetylmorphine :

" The Conference . . .

" Recommends that each Government should examine in conjunction with the medical profession the possibility of abolishing or restricting its use, and should communicate the results of such examination to the Secretary-General of the League of Nations."

The document contained a reference to the Model Administrative Code defining certain aspects of the application of Article 10.

Chapter II gave a summary of the attitude of Governments in regard to the recommendation adopted by the Limitation Conference. Of the forty-two Governments or territories

which had notified their opinions, twelve had already restricted or were in favour of the restriction of heroin, nine were in favour of its complete abolition, seven reported the prohibitions to which diacetylmorphine was subject in their territories, and fourteen gave the reasons for which they were unable to consider abolition or further restrictions.

The Committee would recall the difficulties notified by manufacturing countries in the application of Article 10, owing to the fact that the documents required under the article were not always supplied. The replies to the circular letter sent to Governments on the subject would also be found in document O.C.1743. The Acting Director noted in particular those received from Brazil, Costa Rica, Venezuela and Latvia.

The question of the re-export of heroin was referred to in the document in the following terms :

“ As has been already seen, Article 10, paragraph 3, stipulates that the supplies imported are for distribution in the country of import itself.

“ It follows that the use of any part of the supplies so imported for re-export is precluded.”

That second paragraph was a comment by the Secretariat which the Advisory Committee might wish to consider.

Document O.C.1743 dealt also with the position in Hungary. The Committee's attention was directed to a passage in the Hungarian Government's annual report for 1936 referred to on page 21 of document O.C.1723, as follows :

“ The Hungarian Government reports that one factory in 1936 manufactured diacetylmorphine and that the quantity manufactured with the quantity imported (5,750 grammes) brought the total up to 7 kg., the amount needed to meet medical and scientific requirements according to the estimates. It should perhaps be pointed out that, according to Article 10 of the 1931 Convention, diacetylmorphine may only be exported to countries which do not manufacture that drug.”

A letter had been received from the Hungarian Government on the subject, which would be found in document O.C.1727. It appeared that, during part of 1936, Hungary's requirements of diacetylmorphine had been met by imports. Later, when stocks were becoming exhausted, the “ Alkaloida ” firm had been authorised to manufacture enough to bring them up to the quantity provided for in the estimates. The Committee was asked to decide whether Article 10 was applicable to such a situation.

Lastly, there was the case of Finland, which the Secretariat submitted for the Committee's consideration. A communication had been received from the Finnish Government as follows :

“ Under Article 10 of the Convention for the Limitation of the Manufacture of Narcotic Drugs, diacetylmorphine may only be exported to countries in which it is not manufactured. Hitherto Finland has been such a country. Now, however, a Finnish factory proposes to begin the manufacture of diacetylmorphine ; at first, experimentally. As, in the meanwhile, it will be difficult to foretell whether the factory will be able to manufacture a substance fulfilling the requirements of the Pharmacopœia, and whether its output will be sufficient to meet the country's needs, the delegation of Finland is instructed by its Government to enquire of the Opium Section whether the provisions of the article concerned may be so interpreted as to permit a country not producing enough diacetylmorphine for its medical needs to import the deficient amounts from abroad.”

The Secretariat added, as a comment, that there was reason to believe that the Convention was not intended to prohibit countries from beginning to manufacture diacetylmorphine experimentally.

The Finnish Government regarded the matter as pressing, and the Secretariat had given a provisional answer, subject to the Committee's approval, to the effect that it did not appear that the Convention was meant to apply to countries manufacturing diacetylmorphine experimentally, adding that the Secretariat had no authority to give a decision in the matter.

The CHAIRMAN invited the Committee to consider document O.C.1743.

CHAPTER II, SECTION 2

Re-export.

M. RENBORG, Acting Director of the Opium Traffic Section, said that the question of re-export, referred to on page 11 of the document, was of some practical importance, in view of the existence of regular re-exports from a certain non-manufacturing and importing country.

The CHAIRMAN said that Article 10 was explicit :

“ The High Contracting Parties shall prohibit the export from their territories of diacetylmorphine, its salts, and preparations containing diacetylmorphine or its salts.

“ Nevertheless, on the receipt of a request from the Government of any country in which diacetylmorphine is not manufactured, any High Contracting Party may authorise

the export to that country of such quantities of diacetylmorphine, its salts, and preparations containing diacetylmorphine or its salts, as are necessary for the medical and scientific needs of that country, provided that the request is accompanied by an import certificate and is consigned to the Government Department indicated in the certificate. "

Colonel SHARMAN (Canada) asked whether Article 10 was being generally applied.

M. RENBORG, Acting Director of the Opium Traffic Section, said that there was one country which had a small re-export trade in heroin every year.

Colonel SHARMAN (Canada) said that the Canadian Government attached some importance to the matter. The Canadian wholesalers had had to give up a lucrative trade by reason of Canada's obligations under Article 10. Newfoundland had formerly obtained its heroin supplies from Canada, and the latter was not anxious that supplies should be obtained from some other country which was not observing the Convention. Colonel Sharman did not suggest that that was the case, and did not know to what particular country the Secretariat was referring.

The CHAIRMAN suggested that the attention of the country concerned should be drawn to the explicit stipulation laid down in Article 10.

M. RENBORG, Acting Director of the Opium Traffic Section, said it was the first time that the Committee had had to discuss the point now under consideration. He suggested that it should include a reference to the subject in its report to the Council; the report would be sent to the country concerned, and the Secretariat could draw attention to that particular passage.

The Committee decided to include in its report to the Council a passage concerning the question of the re-export of diacetylmorphine, by reference to Article 10 of the 1931 Convention.

Hungary.

The CHAIRMAN said that it appeared that Hungary had first imported diacetylmorphine and then manufactured it. When it imported the drug, it had not been a manufacturing country. There was no reason to consider Article 10 of the 1931 Convention applicable in the present case.

Major COLES (United Kingdom) said that a country must be either a manufacturing or a non-manufacturing country. If a country which had not hitherto manufactured heroin began to do so, there must necessarily be a transition period. That period should, however, be as short as possible, so that exporting countries might know where they stood. If the position were made quite clear, he did not think that any exception need be taken to it.

Dr. CARRIÈRE (Switzerland), Rapporteur, agreed with Major Coles. Hungary had imported diacetylmorphine only as long as she did not herself manufacture the drug. "Alkaloida" had been authorised to manufacture quantities sufficient to supply the medical requirements of the country. When manufacture was sufficient, Hungary would have to cease to import. There would, however, be a transition period, and manufacturing countries should be notified of the position.

M. RENBORG, Acting Director of the Opium Traffic Section, noted the reference in document O.C.1743 (page 13) to a similar difficulty that had previously arisen in regard to Sweden. Some years ago, Sweden had manufactured heroin but had continued to import the drug, the explanation being that imports of a certain protected proprietary medicine containing heroin had continued simultaneously with the manufacture of the drug. The proprietary medicine in question was now imported without heroin, which was added later.

He suggested that the Committee might wish to delete the paragraph of document O.C.1723 relating to Hungary.

Dr. DE MYTTENAERE, Assessor, said it was quite normal that a country should wish to bring its stocks up to the desired level by importing, as in the case of Hungary. The case of Sweden just referred to concerned a preparation containing heroin, not heroin as such.

The CHAIRMAN said that Article 10 covered both points.

Major COLES (United Kingdom) confirmed the information given by the Acting Director concerning the drug imported into Sweden; it was a British preparation, exported without heroin, the heroin being added after arrival in Sweden.

The CHAIRMAN said that the matter would be mentioned in the report.

The Committee decided to delete from document O.C.1723 the paragraph concerning Hungary.

Finland.

Dr. CHODZKO (Poland) said that Article 10 was quite clear. A country could not be at the same time an importing and a manufacturing country. It was quite possible for it to build up a stock sufficient to tide it over until it manufactured enough for its own needs. There was no need for the Advisory Committee to take a decision that would facilitate either manufacture

or import. He did not approve of the idea of a transition period : Article 10 was explicit and should be applied.

Major COLES (United Kingdom) said that the Polish representative was quite right, on a strict interpretation of Article 10, but that there might be cases when a transition had to take place. There was no reason why a country should be deprived of its medical needs during that transition period simply because of the arbitrary interpretation of an article of the Convention.

The CHAIRMAN stressed the point that the transition period should in every case be short and that, when the country became a real manufacturing country, it could no longer import.

M. RENBORG, Acting Director of the Opium Traffic Section, thought that a distinction should be made between manufacture for experimental purposes and manufacture for commercial purposes. Article 10 had been included in the Convention with a definite object. If a factory began to turn out heroin commercially, that article should apply. Its purpose was to restrict international trade which offered possibilities for the escape of drugs into the illicit traffic.

Dr. CHODZKO (Poland) agreed with M. Renborg that the object of Article 10 was to restrict international trade. A further object was to prevent heroin addiction within the country. The medical profession was, in fact, restricting its use.

Dr. CARRIÈRE (Switzerland), Rapporteur, said that, while appreciating Dr. Chodzko's position he thought that the Committee could not take back with one hand what it had given with the other. In his opinion, a country which estimated its requirements at 5 kg. of a drug and which, hitherto, had only manufactured 3 kg. itself could not be prohibited from importing the remaining 2 kg. That would be too strict an interpretation of the Convention's terms. It seemed to be clear that the case was one which the authors of the Convention had not contemplated. Furthermore, it should be borne in mind that, for the time being, Finland merely intended producing heroin experimentally. He therefore agreed with the views expressed by the Chairman.

Dr. CHODZKO (Poland) said that there was no need to apply for the permission of the Advisory Committee to manufacture for experimental purposes ; that was the affair of the country itself. The moment manufacture took place on a commercial scale, it became a matter for the Committee to deal with. In present circumstances, the Committee could not take a decision contrary to the terms of the Convention. In any event the case of Finland, he maintained, did not concern the Committee for the present.

M. RENBORG, Acting Director of the Opium Traffic Section, asked whether it was difficult for a country which had begun to manufacture heroin to manufacture sufficient for its own needs.

He commented on the text of the Finnish Government's letter, which read : " at first experimentally " and continued " it will be difficult to foretell . . . whether the output will be sufficient to meet the country's needs ". The matter went further than mere experimental manufacture ; Finland asked whether she could import. The idea was to manufacture a certain proportion of the country's needs and to import the remainder.

Referring to Article 11, by way of analogy, M. Renborg said that experimental manufacture was logically excluded under the terms of that article.

Colonel SHARMAN (Canada) said that the situation indicated by M. Renborg would be opposed to the spirit and letter of the Convention. The Canadian Government refused many applications for new licences. It was quite within the competence of any Government to say to a firm : We are bound by the Convention—if you are prepared within a reasonable time to supply the needs of the country, a licence will be granted, but, if you intend to manufacture only a few ounces, the licence will be refused.

Major COLES (United Kingdom) replying to M. Renborg, said that a firm going into heroin manufacture did not require a long experimental period. The formulæ for the manufacture of diacetylmorphine were well known, and the question of plant presented no difficulties ; a firm need only decide what its future output was to be. It was customary to carry out experiments before installing the permanent plant, and it was that transition period that he had had in mind.

M. RENBORG, Acting Director of the Opium Traffic Section, said that his question was rather whether, once a country had started manufacturing, there would be any difficulty in producing enough for its own needs.

Major COLES (United Kingdom) replied in the negative.

Dr. CHODZKO (Poland) repeated that the Committee's answer to the Finnish Government should be " No ".

Dr. CARRIÈRE (Switzerland) agreed that a country which began to manufacture should be able to produce enough for its own requirements. The point seemed to be whether a country just beginning to manufacture could import during the transition period.

The CHAIRMAN, summing up, said that it appeared to be generally agreed that a country could only import when it was at the experimental stage. Once it began to manufacture for commercial purposes imports must cease.

Dr. CARRIÈRE (Switzerland) asked what reply was to be given to the Finnish Government, which wanted to know whether it could import if the country's own manufacture proved insufficient to supply its needs.

THE CHAIRMAN said that the answer was "No".

The Committee *decided* that the provisions of Article 10 might not be so interpreted as to permit a country not producing enough diacetylmorphine for its medical needs to import the amount lacking from abroad.

The Committee decided, at M. Renborg's suggestion, that document O.C.1743 should be communicated to Governments, for their information, after the deletion of the parts concerning Hungary and Finland, and of Chapter III containing statistical information, with which Governments were already acquainted.

1292. Situation in Egypt : Statement by the Egyptian Representative.

Sir Thomas RUSSELL (Egypt) said that he had thought, last year that it would be unnecessary for him again to take up the time of the Committee by making, as he had done in previous years, a special statement on the narcotic situation in Egypt. In those days, Egypt had been the most striking instance of a country ruined by foreign drugs and traffickers, and a special statement on the situation had been needed. To-day, Egypt was a normal Oriental country, where addiction and traffic existed, but where, for the present, addiction had ceased to be a national problem. The annual report should now be sufficient, without any special statement, but this year, owing to circumstances beyond his control, the report for 1937 had arrived too late for consideration by the Seizures Sub-Committee. He would see that in future it reached the latter in time.

He proposed to give the Committee as briefly as possible a description of the "high lights" of the situation in Egypt. Addiction figures could be judged from the figures of State prisons, where to-day were confined some 300 convicted addicts, as opposed to 5,500 on any given day in 1930—a reduction in seven years of about 95%. He desired, in the name of his Government, to give full thanks to the League and its Advisory Committee, without whose help that reduction would not have been achieved. He did not anticipate very much further reduction in addiction until the general health statistics of the country responded to the huge programmes upon which the Health and Public Works Ministers were now embarking for the better living conditions of the fellahen and the better drainage of the country. There were, however, warning signs which indicated that any relaxation in preventive police measures would again lead to an increase in the import of drugs into the country and to increased addiction.

For the moment, the principal danger consisted in opium and hashish reaching Egypt from Syrian ports : from information available, it appeared that parts of Syria, feeling their increased independence, intended and had actually begun to intensify their illicit hashish cultivation, with Egypt as their proposed market. While thanking the mandatory Power for her efforts in the past, he would ask that those efforts should be redoubled now, before the menace became serious.

Opium was reaching Egypt mostly from the Persian Gulf. Small quantities of white drugs continued to get in, the origin being either the Balkans or the Far East. The revelations about the illicit traffic in Yugoslavia made by the United States authorities were distinctly alarming for Egypt, but it was clear from the statements of the Yugoslav representative that the Government was now fully alive to the situation and, it was to be hoped, would quickly get it in hand. He fully realised how slow a process it usually was to get through new legislation in a parliamentary country, especially where drug addiction was not a local problem. But he would venture, if he might, to assure Yugoslavia that no country could have local manufacture of white drugs without leakage, which very soon meant local addiction. Local addiction quickly became a national problem, and then the legislation went through, but only after much damage had been done.

Looking back nine years, they could see at least four countries which had had insufficient legislation to deal either with illicit manufacture or with increasing addiction—namely, Egypt, France, Switzerland and Turkey ; in each of those countries, when the situation was realised, new and effective legislation had been passed within an average of twelve months, to the great relief of the country itself or of other victim countries. Might they hope that a realisation of fact and history would enable Yugoslavia to push through speedily the deterrent legislation which alone could save that country from becoming the refuge and resort of illicit manufacture and of the traffickers in the world's most evil substances ?

Egypt's thanks were due to the live co-operation of the authorities in Syria, Palestine, Turkey and Greece. They had got on excellent police terms and unhesitatingly passed on

information to one another, sent officers to advise and help in individual cases, and told one another frankly what criticisms they each had to make. He found to-day no difference as regards the wish and determination to fight: he had, however, found that Egypt's neighbours were not so well equipped to carry on the warfare. He appealed, in all good-will, to those other Governments to supply their anti-narcotic forces with more of the wherewithal without which it was impossible for the police to fight the illicit traffic; without ample funds they could not fight millionaire traffickers.

Egypt had, he thought, found her air force the best method of dealing with surreptitious opium cultivation; by low flying during the flower season over suspected areas, they had so frightened the cultivators that the latter had themselves torn up the poppy crops sooner than await the land police patrols that quickly followed the air survey.

Egypt's principal menace continued to come from the East. They knew that large consignments of white drugs were passing weekly through the Suez Canal from the towns and ports of China under Japanese control, on their way to European ports, *en route* mainly for the United States of America.

Capitulations had only just been abolished. Egypt was still in a transitory stage of national legislation, and it might be a few months before clear jurisdiction was established over foreign shipping in Egyptian waters. When the moment arrived, as unquestionably it would, Egypt would have an opportunity of rendering service to the whole world, by intercepting, while in her national waters, the huge consignments of illicit drugs which to-day were passing through her national waterways to foreign destinations and from which the trickle of local leakage of to-day might become the most serious menace of a steady flow in the future. Egypt had already started to deal out level justice to the foreign trafficker, who now found himself subject to Egyptian law; Egypt was going to prove herself a very unpleasant and dangerous country for that trafficker and his foul colleagues. If a few more of the foreign drug barons who still seemed to have a *laissez-passer* for the rest of the world would set foot in Egypt and try their hand there, he could guarantee them a longer residence than they had anticipated—at the Government's expense.

The Committee went into private session.

1293. Budget Estimates for the Year 1939.

The Committee decided that the Minutes of this discussion should not be printed.

1294. Procedure for the Adoption of the Minutes of the Session.

The Committee decided that the Minutes of this discussion should not be printed.

FIFTEENTH MEETING (PUBLIC)

Held on Tuesday, June 21st, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the assessor, except the representatives of Czechoslovakia, Greece, Peru, Siam, Turkey and Uruguay.

1295. Preparatory Work for a Conference to Examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium : Question of the Publication of the Minutes of the Preparatory Committee (continuation).¹

The CHAIRMAN, after having carefully considered the matter, wished to propose that the Preparatory Committee's Minutes should not be published, partly because it would be unwise to decide to do so in the absence of several members of that Committee and partly because the precedent thus created might be prejudicial to freedom of discussion in future cases of the same kind. Members of the Committee would of course be entitled to ask for such extra sets of the Preparatory Committee's Minutes as they required.

M. BAHRAMY (Iran) saw little difference between the comparative publicity automatically given to the Preparatory Committee's Minutes by their communication to the twenty-two States represented on the Committee and the fuller publicity which it was now proposed to deny them.

¹ See page 81.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that the Minutes of private meetings sent to Governments were strictly confidential and were not available to the public.

Dr. Hoo Chi-tsai (China) asked whether the Secretariat intended to issue a second roneoed edition of the provisional Minutes containing members' corrections.

M. RENBORG, Acting Director of the Opium Traffic Section, replied that if, on examination, extensive corrections were found to have been made, the Minutes in question would be re-roneoed; otherwise, the usual erratum sheet would be issued.

M. AMAU (Japan) reminded his colleagues that, at the outset of the Preparatory Committee's discussions, it had been formally decided to meet in private, from which it naturally followed that the Minutes would not be published. Acting on that belief, the members of the Committee had expressed themselves freely on the various points discussed. In those circumstances, he would deprecate any action which would be tantamount to reversing the decision previously taken.

Dr. CARRIÈRE (Switzerland) agreed with the representative of Japan that, as an important question of principle, not merely of procedure, had now been raised, it would be undesirable to publish the Minutes of meetings held in private.

Dr. Hoo Chi-tsai (China) thought that there were several precedents in League practice for the subsequent publication of Minutes of meetings which it had originally been decided to hold in private. The various members of the Preparatory Committee could be asked whether they saw any objection to such publication and the question could be finally decided on the basis of their replies.

Mr. NIND (India) agreed that circumstances might occasionally justify the publication of the Minutes of private meetings, but only if all the members of the Committee in question were present and agreed to such publication. As many members of the Preparatory Committee had now left Geneva, it would, he submitted, be a breach of faith to them if the Advisory Committee now decided on publication.

M. BAHRAMY (Iran) reiterated his view that the communication of the Preparatory Committee's Minutes to the various States represented at its discussions and eventually to the members also of the Fifth Committee of the Assembly constituted a form of publicity. He was, however, prepared to fall in with the views of the majority on the subject.

Colonel SHARMAN (Canada) was, in principle, in favour of the Preparatory Committee's Minutes being published, but agreed that it would be a breach of faith to absentee members if their remarks were published without their permission. If this permission was secured as the result of a written consultation, he personally would have no objection to publication.

Major COLES (United Kingdom) reminded his colleagues that the Committee had decided in 1937, for reasons well known to everyone, to conduct the Preparatory Committee's discussions in private, and members had attended that Committee on that understanding. He submitted, therefore, that it would be a gross breach of faith if, now that several members of the Preparatory Committee were no longer present, it was decided to make the records of the discussions public. He was fully aware that the Minutes of an occasional private meeting were sometimes published, but it was an entirely different matter to publish the Minutes of a whole session. He had the strongest objections, accordingly, to any publication of the Preparatory Committee's Minutes.

The Committee decided that the Minutes of the Preparatory Committee should not be published.

1296. **Work of the Addict Hospitals in the United States : Statement by the Representative of the United States of America.**

Mr. FULLER (United States of America) made the following statement :

In view of the interest taken by the members of the Committee in the institutions established and maintained in the United States for the treatment of addiction to narcotic drugs, and in response to requests which the Committee has made in the past to be kept informed in regard to those institutions, it now gives me pleasure to bring to you the cordial greetings of Dr. Walter L. Treadway, Assistant Surgeon General of the United States Public Health Service, who heads the Mental Hygiene Division of that service, the administrative unit which directs the conduct of those institutions. With your permission, I will read to you a summary, prepared by Dr. Treadway, of the work of the Mental Hygiene Division of the Public Health Service during the past year, with special reference to the drug addiction problem.

"Studies of the nature and treatment of drug addiction were continued during the year at the United States Public Health Service Hospital at Lexington, Kentucky, which was formerly known as the Narcotic Farm. The name of this institution was changed by legislative act. The new name is considered more appropriate and more in keeping with the aims and objectives of a treatment and rehabilitation centre.

"A similar institution, with an additional 1,000 beds, is now in process of development. An initial group of buildings, begun this past year, will be completed on July 1st, 1938,

and plans are under way for furnishing and equipping them for the reception of patients early next autumn. The final buildings which will make up the complete institution, however, will not be finished until sometime in 1939. The institution will hereafter be known as the United States Public Health Service Hospital, Fort Worth, Texas.

"The two hospitals when finished will be comparable in function, but somewhat different in architectural design and arrangements. Structurally, the one at Fort Worth will have less emphasis placed on the custodial features, or, in other words, the artificial barriers will be less pronounced.

"To date, the facilities that are being made available for the treatment of drug addiction by the American Government are for men only, since they constitute the major group. Consideration has been given, however, to the erection of facilities for women addicts. Such a proposal has been included in the national public buildings programme and it is believed that additional facilities will eventually be developed for women, probably as a unit at one of the already existing hospitals. The ratio of women addicts to men addicts coming within the scope of observation is as one is to four, so that the proposed unit for women will be materially less in bed capacity than that provided for men.

"The Development of Objective Records.

"During the past year, an effort has been made to more accurately evaluate the abstinence phenomena seen in chronic opium poisoning by inaugurating a system of uniformly recording objective symptoms. These records are now not only complete in an objective sense, but are reasonably quantitative in nature. The inauguration of such a system of recording tends to furnish data that lends itself to statistical study and analysis. Thus, the measurable components of the abstinence syndrome are available for comparative study. These measurable objective signs include such factors as changes in body temperature, respiration rate, blood-pressure changes, basal metabolic rate, blood-sugar determinations and caloric intake. The severity or intensity of abstinence syndromes is less accurately measurable, but they are made, however, through the application of a sliding scale of weights, or graded values. The method now adopted in evaluating the abstinence phenomena is described in an article by Kolb and Himmelsbach, which will appear as a Supplement to the Public Health Reports of 1938, entitled, 'A Critical Review of the Withdrawal Treatments, with Methods of evaluating Abstinence Syndromes'. A limited number of copies of this publication will be sent to the Secretariat for distribution to the members of the Committee.

"So far as is known, this is the first time that an attempt has been made to set up a satisfactory system for recording symptoms of the abstinence phenomena. Such system will furnish accurate comparable data for further study and reduce to a minimum the personal equation in evaluating the symptoms. This is necessary for correlating the value, or the scientific merits, of any system or form of treatment applicable to the 'withdrawal phase' of opium addiction. This method has been applied to evaluate several systems of treatment for the so-called 'withdrawal stage', including those for which more or less specificity has been claimed. The results thus far indicate that systems of treatment, or treatment for which specificity is claimed, have no real value in reducing the severity of symptoms. In the absence of more exact knowledge concerning the nature of drug addiction, the best method of treating the withdrawal stage of opium addiction, to judge from the experience of the Public Health Service, is by the application of palliative measures. These palliative measures are described in the article of Kolb and Himmelsbach referred to above.

"Studies on the Physiological Nature of Addiction.

"A serious attempt is being made at the Lexington hospital to broaden the scope of knowledge concerning the true nature of opium addiction. This embraces intensive investigations of the physical, chemical, psychological and psychiatric changes resulting from single therapeutic doses of morphine, from repeated doses of morphine used when necessary during the course of routine care of patients when addiction must be stabilised, and also during that period subsequent to withdrawal of the drug of addiction.

"Observation of patients during the latter, or post-withdrawal, stage have indicated that some symptoms characteristic of abstinence may be detected during fifteen days subsequent to the withdrawal of the drug of addiction, and in some instances the patient does not 'level off' to normal until thirty, or in some cases as long as sixty, days subsequent to withdrawal. Further observations, with special reference to measuring these post-withdrawal deviations, are under way. They include special studies, both physical and mental, of the personality involved. It is believed that such studies may assist in understanding more clearly the factor of time and the manner of recovering physiological equilibrium after addicting drugs are withheld or discontinued. A better understanding of this aspect of the problem would furnish information with special reference to the mechanism associated with relapses or return to addiction.

"Broadly, the investigations at Lexington include those relating to metabolic changes and psychological reactions associated with the continuous or prolonged use of narcotic drugs. In a more specific sense, the metabolic studies embrace metabolic rates, caloric values and distribution of food substances, gaseous exchanges, water balance and carbohydrate metabolism. They also include studies in blood cytology and blood concentration. On the other hand, the more specific investigations in the psychological field embrace studies of the effects of morphine on the reaction to certain standardised situations and its effect on certain physiological reactions or responses to psychological stimuli. These latter observations may be of value as an objective measure for determining in a more accurate sense that vexing problem of the relationship of chronic opium poisoning to so-called emotional degradation.

"The correlation and co-ordination of these studies is thought to be important and necessary for formulating a more rational form of treatment, since any treatment in terms of specificity must rest upon a more intimate knowledge of the nature of drug addiction. Certain aspects or phases of these investigations will be the subject of special reports from time to time, and copies will be furnished to the Secretariat for distribution to the members of the Committee. Some features of these investigations have not heretofore been undertaken, and it is believed the results will add materially to the sum total of our knowledge of drug addiction.

"Preliminary work on a programme of study in the field of electroencephalography in relation to drug addiction was begun during the year. This involves a study of the electrical potential or action currents within the brain. The application of this particular study should be of value in carrying forward objective records of the phenomena of euphoria associated with the administration of opium or its derivatives. Furthermore, it is believed that such studies may show some factors relative to the fundamental nature of addiction, and especially with reference to relapses in the uses of such drugs. It bears also a relation to the objective measurements of the effects of emotional stress and may throw more light upon the addiction potentiality of various substances in correlation with their chemical structure.

" Studies on Suggestibility.

"During the year, experiments have been conducted in the treatment, by suggestion through the medium of hypnotism, of certain selected cases of addiction, the object being to build up a resistance to narcotics. The value of this method of approach may be open to some question.

"Other experiments were conducted through the application of the Darrow behaviour polygraph, with special reference to the nature of hypnotism. Further psychological studies were carried on by the application of this instrument. These preliminary observations furnished several leads concerning the psychological significance of various reaction patterns in a psychological sense. Observations have also been made on the effects which emotion has on the autonomic nervous functions. These may be profitably extended, with special reference to the effects of morphine on pain. Two articles dealing with certain aspects of this study were published in the Public Health Reports, entitled 'Suggestibility in Narcotic Addicts,' and 'Suggestibility in Delinquent and Non-Delinquent Adult White Males'. Copies were sent to the Secretariat for distribution to the members of the Committee.

" Studies on Excretion of Morphine.

"A special study dealing with the kidney excretion of recoverable morphine was undertaken during the year and it is expected that the results will be published in the near future. This approach is considered important as a possible method for the detection and positive identification of drug addiction, a factor of medico-legal significance.

" Addiction Liability of ' Perparin '.

"A drug called ' Perparin ' was studied with reference to its addiction liability when substituted for the drug of addiction in the course of routine treatment. The results indicate that ' Perparin ' does not possess addiction liability, but is without apparent value in the treatment of the abstinence syndrome seen in opium addiction. The results of this study were published in the Public Health Reports, entitled ' The Absence of Addiction Liability in " Perparin " ', copies of which have been circulated to the members of the Committee with League document O.C.1710.

" Substitution Studies.

"Other specific substances were studied as to their addiction liability, which had been furnished for this purpose through a co-operative arrangement between the Public Health Service and the Committee on Drug Addiction of the National Research Council, the latter being supported by a grant-in-aid from the Rockefeller Foundation. These

studies have involved one aspect of the programme of the Committee on Drug Addiction of the National Research Council, the Public Health Service undertaking to determine the addiction liability of new chemical compounds derived from opium whose chemical structure and physiological action on lower animals have already been determined through other co-operative units of that Committee.

"Certain inferences may be drawn as a result of these so-called substitution studies, with special reference to the relationship between chemical structure and addiction liability. Thus, from a pharmacological and clinical standpoint, it would appear from data at hand that compounds having high potency, rapid onset, and brief duration in physiological action, have proportionately greater addiction liability than compounds of lesser potency, slower onset and longer duration of physiological action. With the former group of drugs addiction becomes much more rapidly established. Such observations tend to correlate with the known chemical structure of the substances involved. These observations are of significance in connection with a programme which seeks to develop a substitute for morphine which will possess the desirable therapeutic properties of that drug without, or with greatly diminished, addition potentiation.

" Specific Drugs studied.

"Of the drugs studied for determining their addiction liability, six are new substances which have been developed by the Cobb Chemical Laboratory, University of Virginia, and studied as to their physiological action at the Department of Pharmacology, University of Michigan, before their application to man. In addition, two other substances, 'Acedicon' and 'Eucodal', that have been known for some years, were subjected to similar observations.

"All of the drugs investigated thus far were found to possess addiction liability, and most of them offered no definite advantages over morphine. One new substance, methyldihydromorphinone, however, appears to possess the property of maintaining physical dependence rather incompletely. The analgesic, or pain-relieving, properties were found equal to those of morphine, while those properties which satisfy dependence or addiction were of less duration than those of morphine. This disassociation of the addiction properties from other physiological action may serve as a significant guide for further investigation on the relationship of chemical structure to selective physiological action. Further studies of methyldihydromorphinone and allied substances seem justified.

" Disposition of Letters Patent.

"As an indication of another forward step in the evolution of a new type of social machinery bringing together agencies for the promotion of public welfare, including governmental, semi-governmental and voluntary, having to do with a single medico-social problem, mention may be made of the disposition of letters patent for some of the newer substances derived from morphine. Letters patent for these new derivatives have been presented to the Secretary of the Treasury as *ex-officio* custodian of United States property, in order that he, through the United States Public Health Service, may have general supervision over experimental studies with these substances. It is believed that the presentation of the results of such work to the Government will make easier the handling of the narcotic problem in the United States.

" Seven Years of Co-operative Effort.

"The results of seven years of co-operative effort between the United States Public Health Service and the Committee on Drug Addiction of the National Research Council have been made the subject of a special report which deals with the chemical, biological and clinical aspects of these studies. It has just been published as a Supplement to the United States Public Health Reports and will be ready for distribution in the near future.

" Studies on Indispensable Uses.¹

"In addition to the studies at the Public Health Service Hospital, Lexington, Kentucky, clinical studies of the analgesic and other properties of morphine and related substances were continued in connection with the relief of pain among cancer patients and for the relief of cough in tuberculosis patients. These studies are being conducted in co-operation with the Massachusetts State Department of Health, and bear a relation to the indispensable uses of opium in the legitimate practice of medicine and indirectly, therefore, to the prevention of further addiction. Copies of a publication, 'The Relief of Pain in Cancer Patients', appearing in the Public Health Reports, have been distributed to the members of the Committee with League document O.C.1678.

" Addiction in the Chimpanzee.

"Studies were also continued dealing with the behaviour responses of the chimpanzee to certain habit-forming drugs. These have been conducted in co-operation with the

Division of Comparative Psychobiology of Yale University. The primary purposes of the investigation are the determination of the occurrence, methods of evolution, and nature of induced drug addiction, and such descriptions of the psychobiological picture of the effects on the chimpanzee of continued administration of morphine as should render possible profitable comparison with the human picture of morphine effects. The results are definite and in the main strikingly similar to those obtained with human subjects. This work was concluded during the past year. It has not yet been the subject of any special report.

" Assay of Addiction Liability in Rats.

" Further experiments have been carried on with the Department of Pharmacology of the Western Reserve University, Cleveland, Ohio, with special reference to assaying the addiction liability and tolerance producing properties of narcotic drugs as seen in the lower animals. Morphine, codeine, heroin, dilaudid, two members of the barbiturate series of drugs, and acetanilid have been studies in this connection. The results obtained were determined by measuring the degree of abstinence hyperirritability in the rat when subjected to uniformly comfortable situations. Dilaudid was found to possess definite addiction liability, whereas the barbiturate series, including phenobarbital, pentobarbital and acetanilid do not have addiction liability in the sense of increased irritability following the withdrawal of the drug. The addiction liability of dilaudid in man has already been the subject of a special report, copies of which were distributed to the members of the Committee with League document O.C.1616.

" Observations on the Induction of Addiction.

" Further observations on lower animals indicate that morphine addiction in rats was unmodified by the administration of insulin. Addiction to morphine was as readily produced in rats when the drug was orally administered as when administered subcutaneously. Tolerance to oral administration of fractional doses of morphine appears to reach a maximum more slowly than when the same dose is given in a single injection. Observations on man have suggested that rhythmicity or regularity of doses of opium derivatives tend to produce tolerance and addiction much more rapidly than when the doses are given at irregular intervals and only when necessary to control pain.

" Studies on the Control of Cough.

" Studies, conducted in co-operation with the Department of Health of the State of Massachusetts, were undertaken for the purpose of obtaining a systematic evaluation of the minimal effective clinical antitussic, or analgesic, dose of codeine, morphine and related substances. These studies have indicated that, in the treatment of tuberculous cough, the amount of codeine necessary for controlling the situation may be reduced to one-third the customary dose.

" Medical and Scientific Needs.

" During the past several years, there has been a very large increase in the sales of codeine in the United States. This increase has been occasioned by several factors that are difficult to evaluate, but it is thought to be largely due to a trend which has been going on for some time in the legitimate practice of medicine toward substituting codeine for morphine. This changing trend bears a relationship to the quantities of raw material necessary for the manufacture of drugs for medicinal and scientific purposes, and readjustments in the amount of raw materials have been found necessary.

" Institutional Census.

" During the year, there were admitted to the United States Public Health Service Hospital at Lexington, Kentucky, a total of 1,517 patients, of which number 1,271 were either prisoners convicted and sentenced for offences against the United States, or those placed on probation by courts having jurisdiction. It was noted during the past year that a wider use is being made of the probation feature of the law, and a greater number of sentenced patients were received directly from the courts. This is a gratifying development, and it is hoped that in time all convicted addicts will be sent to the hospital directly, either on probation or by definite sentence, so that they may be classified and studied. By this means, those prisoners who are unsuited for treatment by the hospital, or who are less likely to be benefited by it, can be evacuated to the prisons, thereby making room for more hopeful cases who will thus escape the stigma and certain environmental handicaps of residence in penitentiaries.

" During the past year, 1,292 persons were discharged from the Lexington institution. Of these, 1,036 were sentenced prisoners, 74 were probationers and 182 were voluntary patients. Among the probationers discharged, 69 were considered cured, and, among

the voluntary patients, 22 were considered as cured. There is now in process of compilation a detailed statistical analysis of the admissions and results of treatment at the Lexington hospital, which will be ready for distribution sometime in the near future.

"Of the 182 voluntary patients admitted during the past year, 131 left against medical advice. The leaving of so many patients against medical advice is unfortunate, but there is no remedy in law to correct it. Because of insufficient treatment, a large proportion of these patients relapse shortly after leaving the hospital. Others with distorted personalities and no real desire for a cure come in because of pressure and so cure is not to be expected. Information is received, however, from some indicating that they have been cured, in spite of the short period of treatment.

"Occupational therapy administered through means of farm, shops and various maintenance activities in the institution at Lexington has been utilised to the greatest advantage in treatment. The number of patients receiving occupational therapy, 85%, was approximately the same as for last year.

"Minimum custody has been granted to a large number of patients and discipline continues to improve. Three of the patients in whom confidence had been placed violated their trust by escaping, but were apprehended within twenty-four hours. Two of these patients were found to be psychotic and were not prosecuted. One was prosecuted and given an additional sentence of one year, and one prisoner who had escaped during the preceding year was apprehended and given an additional sentence of two years. It is felt that the psychological benefits derived from placing confidence in a large number of patients who deserve it more than compensate for the occasional mistake that is made resulting in the elopement of a trusted but not dangerous prisoner who proves not to be trustworthy.

"Results Gratifying.

"Those who have been intimately concerned with the development and operation of facilities for the intensive treatment of drug addiction in the United States have been more than gratified with the results thus far attained. They look forward with great expectation to future developments, more especially to furthering and broadening the knowledge concerning the true nature of the drug addiction phenomena. As an instrument in the social scheme, the hospital at Lexington has fulfilled a great need, in that it provides facilities and measures for the treatment of those persons who are addicted to drugs and whose rehabilitation is possible. It has also served as a medium for the isolation of drug addicts from American communities, and has afforded clinical material for study and investigation of this much vexed and complicated problem."

The CHAIRMAN thanked the United States representative for the extremely interesting communication which he had made and asked him also to convey the Committee's thanks to Dr. Treadway for the very valuable report submitted on the work of the Mental Hygiene Division of the United States Public Health Service. In view of the importance of the communication, he suggested that it be circulated to members of the Advisory Committee as a separate document.

Sir Thomas RUSSELL (Egypt) had also intended to make the same proposal in view of the great importance to the members of the Committee of the studies made by the United States Public Health Service.

*The Chairman's proposal was adopted.*¹

Dr. CARRIÈRE (Switzerland) emphasised the great value, not only to the Advisory Committee, but to all interested circles, of the communication made by the United States representative. In the memorandum submitted by Dr. Treadway, the study which presented the greatest practical importance was undoubtedly that which described the attempts made to find an analgesic which did not give rise to addiction. He congratulated the United States authorities on the valuable contribution which they had made to scientific knowledge and paid a special tribute to Dr. Treadway for the admirable results he had obtained.

Dr. CHODZKO (Poland) associated himself with the tributes paid to the valuable researches conducted by the United States Public Health authorities. The comprehensive studies which were being made at Lexington merited the Committee's full support and would undoubtedly contribute largely to a solution of the problem. He asked Mr. Fuller to transmit to Dr. Treadway his respects and best wishes.

Dr. Hoo Chi-tsai (China) joined in the tributes paid to the United States authorities and Dr. Treadway, and thanked Mr. Fuller for the valuable report submitted. This report would be specially appreciated by the Chinese Government, the only Government so far which had instituted a definite plan for the gradual and compulsory reduction of the number of drug addicts. In 1937, China had more than a thousand hospitals for the treatment of such addicts and, though the present hostilities greatly hampered the reforms initiated, the Chinese authorities were persevering in their efforts to reduce drug addiction.

¹ See document O.C.1605(d).

M. AMAU (Japan) had been asked by a Japanese medical man specially interested in this problem, who had recently visited the Lexington Institution, to convey his personal appreciation of the valuable results achieved by the United States Public Health authorities. In doing so, M. Amau was glad also to be able to add his own tribute as the representative of the Japanese Government.

Mr. FULLER (United States of America) thanked the members of the Committee for the warm appreciation expressed of Dr. Treadway's work. The tributes would be specially gratifying to Dr. Treadway at a time when ill-health had compelled him to retire from his post at the head of the Mental Hygiene Division.

The CHAIRMAN expressed the Committee's wishes for Dr. Treadway's speedy recovery.

1297. Examination of the Situation in the Far East (continuation).

Mr. FULLER (United States of America) made the following statement :

Since I had the privilege of speaking to this assemblage several days ago¹ on the situation in the Far East, certain additional information has reached me by telegraph which is of a nature so startling and so serious that I feel it should be brought at once to the attention of the Opium Advisory Committee.

I am reliably informed that, about April 3rd, 1938, an armed Japanese vessel reached Macao from Iran carrying something over two thousand chests of raw Iranian opium. Of these, eleven hundred chests were landed at Hak Sha Wan (Black Sand Bay), a suburb of Macao. The report is to the effect that, under cover of night, these 80,000 kilogrammes of opium were escorted by Portuguese troops to the Banco Nacional Ultramarino in the City of Macao, where they were left for safe-keeping. Prior arrangements had been made by Chinese opium traffickers and the Japanese owners of the opium with high Macao authorities for the landing and storage of the drug.

The transaction is reported to have been carried out under the personal direction and supervision of the head of the Macao Opium Monopoly. Of these eleven hundred chests disembarked at Macao, five hundred chests or 36,363 kilogrammes were later shipped to Japanese consignees at Shanghai.

The vessel is reported to have gone from Macao to a port in Formosa, where the balance of the opium, about one thousand chests (72,727 kilogrammes) was landed.

I should like to enquire whether the Portuguese, Japanese and Iranian representatives will undertake to ask their respective Governments to report on this case under the terms of Article 23 of the Narcotics Limitation Convention of 1931.

M. AMAU (Japan) promised to refer the statement made by the United States representative to the Japanese authorities and reply at a later meeting.

M. FERNANDES (Portugal) undertook to transmit to his Government the statement made by the United States representative regarding Macao.

M. AMAU (Japan) took the opportunity of communicating to the Advisory Committee the following reply to the statement made by the representative of the United States of America on June 13th¹ :

At the meeting of this Committee held on the thirteenth of this month, the representative of the United States of America, in his statement, made several references to shipments of Iranian opium to the Far East.

As promised, I referred this question to my Government for enquiry and have now received the following reply :

1. The first point raised by the United States representative dealt with the 1,000 chests of Iranian opium reported to be held in Macao to the order of certain Japanese firms.

The Japanese Government has no information about this consignment or about the transaction alleged to have been negotiated by Japanese firms. Although this question has already been answered by the representative of Portugal, the Japanese Government will investigate the case if more detailed information is available.

2. The 1,500 chests of Iranian opium transported by the Japanese ship *Muko Maru*, leaving Bushire on December 29th, 1937, were, according to the information received by my Government, imported by the "Manchukuo" Government for the purpose of manufacturing prepared opium for the use of the registered addicts of the country.

At the end of 1937, the State Monopoly held in stock about 300 tons of opium. In order to supplement the opium crop shortage which in 1937 amounted to 3,500,000 liang or 175,000 kilogrammes, and, since the cultivated area was reduced in 1938 by the suppression of the poppy cultivation in two provinces, the Government decided to obtain in 1938 a supply from abroad of some 150,000 kilogrammes, and this shipment appears to form part of that quantity.

3. The United States representative next reported that 2,900 chests were ordered by Japanese interests in the first three months of 1938 ; of these 2,900 chests, 1,128 chests went forward to the Far East in the first seventeen days of March 1938, and the balance of 1,772 chests on March 17th, remained to be shipped. The United States representative further

¹ See page 53.

stated that out of the shipment of 1,128 chests, 428 chests had been shipped from Bushire to Tangu by a Japanese firm on March 14th, 1938, by the *Singapore Maru*. The lot of 428 chests of opium arrived at Tangu, while 300 chests were sent to Shanghai.

According to the enquiry made by the Japanese Government this quantity of 428 chests of opium, including 300 chests, mentioned by the United States representative, was covered by an import permit issued by the North China Provisional Government, and the Japanese firm acted solely as transport agent for the shipment.

4. The additional 550 chests which left Bushire on the *Singapore Maru* were consigned to Macao under an import certificate issued by that Government, and were imported by the Macao Government.

In reply to the question raised by the United States representative regarding the 550 chests which he mentioned in his statement of June 13th, these would appear to be identical with the 550 chests shipped by the *Singapore Maru*, also mentioned in his statement since there has been no double shipment of the same quantity of 550 chests.

If this is the case, as I presume it is, then this quantity was that imported by the Macao Government and it naturally reduced the quantity consigned to the North China Provisional Government to 428 chests and not 978 chests as stated by the United States representative.

5. Another quantity mentioned by the United States representative was one of 150 chests destined for the Far East and carried by the *Shanghai Maru*. This quantity was consigned to the Government of Kwantung Leased Territory and legally covered by the import certificate issued by that Government in conformity with existing international Conventions.

6. The balance of the 2,900 chests mentioned by the United States representative, from which 1,128 chests were deducted, remains 1,772 chests. Of this quantity of 1,772 chests, 1,200 chests were purchased by a Japanese firm which, it was understood, acted as an agent for the Monopoly Bureau of a Government of a foreign country which issued the import certificate for this order. The remaining 972 chests were under negotiation as to prices and qualities but not actually for export.

7. The last item in the Iranian opium shipment to the Far East mentioned by the United States representative referred to 2,875 chests which were reported to have been consigned in care of the Mitsui Bussan Kaisha at Shanghai. According to information received from Tokio, my Government is of opinion that it was unlikely that such a quantity of opium had ever been consigned to that firm at Shanghai.

Furthermore, the Japanese authorities cannot give any credit to the report that a large heroin factory is to be established by Japanese in Shanghai, not to speak of any army officer stationed in the Shanghai area.

From the investigations made by the Japanese Government, the following conclusions may be drawn :

1. The North China Provisional Government authorised the import of 428 chests which were covered by the permit issued by the authorities.

2. Since all the other shipments were also covered by the import certificates issued by the importing countries, they were all licit and not illicit transactions.

3. The Japanese Government considers that all the transactions were carried out in conformity with the stipulations of the existing opium Conventions, and strongly protests against any charge that the Japanese Government is responsible for the alleged illicit transactions.

The CHAIRMAN thanked the Japanese representative for the trouble which he had taken to secure the reply submitted and for his promise to obtain further information on the case reported by the United States representative.

Mr. NIND (India) referred the Committee to the assurance given by the Portuguese representative at the tenth meeting to the effect that the Macao Opium Monopoly authorities had decided to reduce imports of raw opium from 500 to 450 chests per annum. He was now in a position to confirm from the information in his possession that in the year ending March 31st, 1938, the number of chests of raw opium for Macao transhipped at Bombay was 450 as compared with 500 chests shipped during the year ending March 31st, 1936. In the intervening year, however, a quantity of 800 chests had been similarly transhipped and this figure was partly confirmed by the Iranian statistics contained in document O.C.1701(a). The omission of one shipment in the latter list made the Iranian total 700 as compared with 800 returned by the Bombay authorities. It seemed difficult, therefore, to escape the conclusion that, before deciding to reduce the annual imports of raw opium from 500 to 450 chests, the Macao authorities had built up a stock of some 200 or 300 chests. In view of these facts, the Committee might wish to ask the representative of Portugal why larger shipments had been made in the year ending March 1937.

M. FERNANDES (Portugal) explained that the reduction decided upon by the Macao authorities applied to the year 1938. The apparent discrepancy in the Iranian statement of shipments might be due to the fact that shipments made at the end of 1936 would arrive in Macao at the beginning of 1937 and would be shown in the 1937, not the 1936, returns of stocks.

Dr. Hoo Chi-tsai (China) found it difficult to comment immediately on the statements made by the representatives of the United States of America and Japan without first carefully studying the figures given and comparing them with those in the possession of the Chinese authorities. Even assuming, however, that some of the imports referred to by the Japanese representative had been made in conformity with the provisions of international opium Conventions, the large quantities involved inevitably created the impression that some of the shipments were intended for the manufacture of drugs destined for the illicit traffic. He would also point out that imports of opium made by what M. Amau called the North China Provisional Government were not licit transactions. The fact of such large imports having been made proved the large increase in consumption which had followed the Japanese occupation.

M. AMAU (Japan) said that in any discussion as to whether a *de facto* Government's imports of opium were licit or not, the actual facts of the situation would have to be borne in mind. China, as a signatory of various international Conventions, comprised China proper, Outer Mongolia, Tibet and Sinkiang, but had never exercised full authority even in some parts of China proper, such as Canton. Therefore, if a *de facto* authority had been established in North China, it was entitled to issue import certificates, though these might not be recognised by the Central Government. The peculiar conditions existing in China in this respect dated many years back, as M. Briand's famous question at the Washington Conference showed. Though he had no authority to speak for the North China Provisional Government, he would point out that, to meet the needs of addicts registered there, opium had to be imported.

Dr. Hoo Chi-tsai (China) did not wish to continue the political discussion initiated by the Japanese representative, but must point out that Chinese authority in the territories mentioned was at least greater than the Japanese Government's authority over its own army.

The CHAIRMAN closed the discussion at this point.

1298. Preparatory Work for a Conference to examine the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (continuation) : Communication of the Minutes of the Preparatory Committee to Governments.

Dr. CHODZKO (Poland) asked whether the Minutes of the Preparatory Committee would be sent to all Governments concerned, Members or non-members of the League of Nations, or only to those represented on the Preparatory Committee itself.

The CHAIRMAN explained that the report would be sent to all States Members or non-members of the League of Nations, but the Minutes would only be communicated to those members of the Committee who applied for them.

Dr. CHODZKO (Poland) feared that States not represented on the Preparatory Committee might take umbrage if they were not supplied with the Minutes of the Preparatory Committee's proceedings also. He suggested that when the report was transmitted, Governments should be informed that they could also be supplied with copies of the Minutes.

The discussion was adjourned.

SIXTEENTH MEETING (PUBLIC)

Held on Wednesday, June 22nd, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the Assessor, except the representatives of Bulgaria, Czechoslovakia, Peru, Portugal and Turkey.

1299. Standardisation of Methods for determining the Morphine Content of Raw Opium and the Cocaine Content of the Coca Leaf : Report submitted by the Committee of Experts appointed by the Health Committee in 1931 (document O.C.1512(e)) : Report of the Sub-Committee appointed by the Advisory Committee on June 8th, 1938 (document O.C.1512(f)).

Dr. CARRIÈRE (Switzerland), Chairman of the Sub-Committee, assumed that, as the members of the Committee had the Sub-Committee's report before them, he need only give a very brief summary of its contents and indicate its conclusions.

At its session in 1930,¹ the Advisory Committee recognised the need for an accurate method of determining the morphine content of raw opium as the methods hitherto employed by the various pharmacopœias gave, for the same opium, results varying within relatively wide limits. In 1931,² therefore, the Advisory Committee submitted the matter to the Health Committee of the League of Nations, which referred it for consideration to a committee of highly qualified pharmacologists. By 1933, these experts had devised a method which they considered, if not perfect, at least suitable for general use, and it was in due course communicated to the Governments³ with the recommendation that it should be adopted. At the same time, the Committee of Experts pursued its investigations with a view to rendering its method, if possible, even more accurate. In 1937, however, it came to the conclusion that the method it had adopted in 1933 was the best possible for the time being and that, consequently, it need in no wise modify the conclusions to which it had come at the time. These conclusions were laid before the Health Committee, which decided that, in so far as it was concerned, the matter could be regarded as disposed of for the time being and the work of the Committee of Experts at an end. At the same time, it reserved its final decision in the matter until its session in June 1938.

A document summarising the work of the Committee of Experts was issued by the Health Committee and distributed among members of the Advisory Committee. At its present session,⁴ the latter set up a sub-committee to examine the document in question, and its conclusions had been set out in document O.C.1512(f). The Sub-Committee first agreed that with the Conference for the Limitation of the Cultivation of the Opium Poppy so near at hand it was urgently necessary to come to a final decision regarding the choice of a method for ascertaining the morphine content of raw opium. It further recognised that the method adopted by the experts in 1933 was the best so far devised, the experts having themselves intimated that they were unable to modify it in any way. Nevertheless, when the time came for a decision regarding the adoption of this method, the representatives of two producing States, Turkey and Yugoslavia, could not see their way to accepting it and stated that, while reserving their right to revise their opinion when the method proposed by the experts had been improved, they preferred, for the time being, to continue the use of the methods applied in their respective countries. The representative of Iran, on the other hand, declared his readiness to accept the method, thus following the example of Denmark, France, Sweden and Switzerland, which had already introduced it into their pharmacopœias.

The Advisory Committee was thus faced with the following situation : the Committee of Experts had proposed for its adoption a method which had been expressly accepted by certain members of the Committee and rejected by others. As, therefore, the aim in setting up a Committee of Experts had been to devise a method for general application, the Committee must now consider what steps could be taken to achieve that aim. The Sub-Committee's proposal was as follows : the Advisory Committee could request the Health Committee to keep its Committee of Experts in being with instructions to continue its investigations with a view to improving its method in such a way as to enable the States which were still holding back to adopt it. The Advisory Committee might, however, decide, at least in principle, to set up a Committee of Experts of its own to pursue the same task, while deferring its final decision in the matter until one of its next sessions when it had been informed of the intentions of the Health Committee. Such was the procedure recommended by the Sub-Committee.

The Advisory Committee would recollect that the Committee of Experts had also been asked to devise a method of ascertaining the cocaine content of the coca leaf and raw cocaine. From their report, it seemed that the experts had been entirely successful in this very difficult matter and had devised a method which might be regarded as completely accurate. For the sake of simplicity, however, the Sub-Committee had considered it preferable to confine itself, for the time being, to the determination of morphine content, a problem which, in view of the coming Conference for the Limitation of the Cultivation of the Opium Poppy, needed to be solved as rapidly as possible.

He (Dr. Carrière) added that Professor Van Itallie, Chairman of the Committee of Experts and also Dr. Bojidar Vajič, Yugoslav technical delegate, had attended the meetings of the Sub-Committee and supplied it with all the necessary information.

The CHAIRMAN thanked the Sub-Committee for its work and Dr. Carrière for his statement.

Dr. DE MYTENAERE, Assessor, said that he did not propose to go into the technical aspects of the report of the Committee of Experts. He reminded the Committee that Governments which, under the terms of the 1925 Convention, had to forward statistics to the Central Opium Board were in the habit of applying to the firm of Harrison and Self, of London, for their opium assays. From the figures given by Professor Van Itallie, the results obtained by the international method did not appear to differ appreciably from those obtained by the Harrison and Self process. Any slight difference between the two was immaterial for practical purposes, provided that buyer and seller "spoke the same language". Perfection was practically impossible in such a matter. It was important that the Committee should come to a decision.

¹ See Minutes of the Thirteenth Session of the Advisory Committee, page 186.

² See Minutes of the Fourteenth Session of the Advisory Committee, Volume II, pages 103 and 265

³ See Minutes of the Seventeenth Session of the Advisory Committee, page 37.

⁴ See page 10.

Mr. FULLER (United States of America) submitted a number of amendments to document O.C.1512(f).

He commented on the passage in the eighth paragraph, as follows :

" After this study, the Committee considered that it had not found any reason to change the unanimous view previously expressed by it and endorsed by the American expert . . . "

Reference to the Minutes of the Advisory Committee's eighteenth session in 1934 ¹ would, he said, serve to recall the facts of the matter. He had pointed out on that occasion that the report of the Committee of Experts had not been sent to Dr. La Wall until later and that Dr. La Wall had explicitly dissented on most points. The view taken had therefore not been endorsed by the American expert.

He noted the passage in the nineteenth paragraph of document O.C.1512(f), as follows :

" The United States delegate, after receiving from M. Van Itallie an assurance that the published text really represented the unanimous opinion of the experts, as already formulated in 1933, and not modified by them since, stated that he could not for the moment express an opinion either for or against the international method and thus commit his Government ; he considered that the communication made to the Governments by circular letter dated May 17th, 1934, was too incomplete to provide a sufficient basis of judgment ; as regards the document published by the Health Committee, it had only just been circulated to the members of the Committee of Experts and had not yet been communicated to the Governments. The latter must therefore have an opportunity of examining it before they could pronounce an opinion."

He had not understood Professor Van Itallie to say that the opinion of the experts had not been modified since 1933 ; he had understood him in the Sub-Committee to say that the position had changed since that date. He asked for the deletion of the reference to unanimity on page 8. All that the Opium Advisory Committee had before it was a clipping of an article from the *Bulletin of the Health Organisation* of the League of Nations, which was nowhere specified to be a report. He had understood that an authenticated report would be sent to Governments for their consideration. The text should read :

" The United States representative reserved his Government's opinion and could not commit it to any decision, but stated that if and when an authenticated report of the Committee of Experts should be communicated to his Government, it would be given consideration."

He commented on the passage in the eleventh paragraph, as follows :

" The Health Committee noted in November 1937 the conclusions of the Committee of Experts. It considered that the latter had performed its task, but felt obliged to postpone its own final decision until its next session (June 1938), which would no doubt be attended by a representative of the American administration."

He understood the Health Committee to be a Committee of Experts which did not represent Governments. He did not know what was meant by " a representative of the American administration".

Dr. CHODZKO (Poland) agreed with the remarks of Dr. de Myttenaere. He understood that the question was still to be discussed by the Health Committee ; if that were so, there was no point in the Committee taking a decision at its present session, especially in view of the objections raised by the United States representative.

Colonel SHARMAN (Canada) noted the passage in the nineteenth paragraph, as follows :

" As regards the other members of the Sub-Committee, it may no doubt be concluded from their silence that they had no objection to the adoption of the international method."

He did not wish his silence to be misconstrued. The Committee had, on arrival in Geneva, received a document embodying the unanimous opinion of the Committee of Experts. The normal procedure for members of the Committee would be to submit it to the Government experts in their own country. Before that could be done, in the present case, the Health Committee would have met and given a final opinion. He agreed with the Polish representative that there was no alternative but to leave the whole question over until 1939. The question of the coca leaf and raw cocaine should also be adjourned.

Dr. CARRIÈRE (Switzerland), Chairman of the Sub-Committee, could not agree, at least on one point, with the United States representative, Mr. Fuller. Contrary to the latter's belief, Professor Van Itallie had expressly stated that the document examined by the Sub-Committee represented the unanimous opinion of the experts as formulated as far back as 1933. He would not, however, object to Mr. Fuller's proposal for the amendment of the relevant passage in the report.

M. de Myttenaere had pointed out that the results obtained by the method recommended by the experts were very similar to those produced by the method used by the firm of Harrison and Self. Nevertheless, the Yugoslav representative had informed the Sub-Committee that the experts' method could be improved, and the Turkish representative had announced that his Government could not oblige its opium producers to adopt a method of analysis—the Harrison and Self method—which was kept secret, and that Turkey would, for the time being,

¹ See Minutes of the Eighteenth Session of the Advisory Committee, pages 12 to 14.

continue to use the " Turkish " method. Such being the case, the Advisory Committee could not adopt, as the " international method ", a method which two important producing States were for the present unable to accept. It might, therefore, be wise to postpone any decision on the matter until a later session.

M. AMAU (Japan) said that the Japanese Government was anxious that the documents on the subject published by the Health Committee should be officially communicated as soon as possible, in order that the body responsible for the framing of the Japanese pharmacopœia might have ample time to carry out the necessary studies.

Dr. de MYTTENAERE, Assessor, agreed with Dr. Carrière that a final decision regarding the report of the Committee of Experts could not be taken at once. The question called for further consideration.

Mr. FULLER (United States of America) asked whether it was agreed to delete the passage in the eighth paragraph concerning unanimity ; he could not agree that there had been unanimity.

Dr. CARRIÈRE (Switzerland), Chairman of the Sub-Committee, said he had no objection to the omission of the passage mentioned by Mr. Fuller, as he denied that complete unanimity had been reached by the Committee of Experts. In view of the facts brought out in the discussion, he had come to think that the wisest course would be to communicate the experts' report, together with the report of the Sub-Committee and the decision ultimately reached by the Health Committee, to the Governments—to which the first-mentioned document had not yet been officially distributed—and to await their observations. At the same time, the Advisory Committee, noting the lack of agreement amongst its members regarding the practical possibilities of the " international " method, should decide that the work on the standardisation of methods of ascertaining the morphine content of opium should be continued in some form or another—*i.e.*, either by the Health Committee's Committee of Experts or by its own experts—the final decision being postponed until some future occasion.

In conclusion, he urged the Advisory Committee to accept its Sub-Committee's report, with the amendments proposed by the United States representative, as an accurate summary of the present position.

M. FULLER (United States of America) thanked the Chairman of the Sub-Committee for agreeing to his suggestions.

M. RENBORG, Acting Director of the Opium Traffic Section, understood that the Committee wished to approach the Health Committee in the sense indicated in the twenty-first paragraph of the Sub-Committee's report, in other words, to ask it to refrain from dissolving the Committee of Experts. He understood further that the Committee desired the Van Itallie report to be officially communicated to Governments for their observations. There was, he noted, no question of recommending the international method for the time being.

The Health Committee had decided that all its reports should be published in the *Quarterly Bulletin*, and the report of the Committee of Experts would accordingly be communicated to Governments in the form of an extract from the *Bulletin*. The Secretariat could note, in the circular letter or covering note accompanying the communication, that the extract in question consisted of the report unanimously adopted by the Committee of Experts in 1937.

M. Renborg asked whether it would meet the United States representative's views if the passage concerning " a representative of the American administration " were amended to read " an American member ".

Mr. FULLER (United States of America) assented.

The CHAIRMAN, summing up the discussion, made the following proposals : (1) that the Committee should adopt the report of the Sub-Committee as amended (document O.C.1512(f)) ; (2) As regards the report of the Committee of Experts (document O.C.1512(e)), the Committee would adopt the procedure proposed by the Acting Director. The Health Committee would in the meantime be asked to instruct the Committee of Experts to pursue its work. When the question came up at its next session, the Advisory Committee would have before it the report of the Committee of Experts, together with the observations of Governments.

The Chairman's proposals were adopted.

1300. Examination of the Situation in the Far East (continuation) and in Egypt (continuation).

M. AMAU (Japan) said that, in replying to the United States representative the previous day,¹ he had stated that the Japanese authorities were unable to credit the news that a heroin factory was about to be established in Shanghai. A telegram which he had received from Tokio informed him that there was no trace of such activities. He would be interested to know the source of the information placed before the Committee by the United States representative.

He desired to refer also to a statement by the Egyptian representative, whose observations at the fourteenth meeting on June 20th were reported as follows :²

" Egypt's principal menace continued to come from the East. They knew that large consignments of white drugs were passing weekly through the Suez Canal from the towns

¹ See page 98.

² See page 91.

and ports of China under Japanese control, on their way to European ports, *en route* mainly for the United States of America."

The Japanese representative would be interested to have further details of the towns and ports, the names of the ships, the dates of sailing, the dates on which they had passed through the Suez Canal, and their final destination.

Mr. FULLER (United States of America) said that he was prepared to give the Japanese representative privately the names of the persons who were conducting negotiations for the building of a heroin factory in Shanghai.

M. BAHRAMY (Iran) said that he wished to raise a point of order. It was usual, according to the accepted parliamentary procedure, that notice should be given of any question, in order that there might be time to obtain information. He had no desire, however, in any way to evade the questions which had been brought up on the previous day. There had been a reference to raw opium, believed to be of Iranian origin. The Iranian Government sold opium to a number of countries; this trade was licit and regular, and the quantities sold were given in the official statistics. He had communicated to the Secretariat a list of the recent sailings from Bushire up to March 1937. He hoped shortly to be able to give particulars up to March 1938. All sales of opium were controlled, and the Government employed no intermediaries. It was, he said, very easy for damaging information to get about. The United States representative had corrected the figure of 2,900 cases, which had been inadvertently given as 29,000 cases. False information might appear in the papers, and although immediate steps were taken to correct it, the impression remained. He hoped within the next fortnight to be able to state the exact quantities of opium exported from Iran and trusted that that communication would be taken duly into consideration.

1301. Adoption of the Minutes of the Session : Adoption of the Minutes of the First Three Meetings.

The Committee, in accordance with a previous decision,¹ proceeded to adopt its Minutes in plenary session.

Dr. CHODZKO (Poland) said that he had already sent in corrections, as requested by the Secretariat. Was it necessary to repeat the corrections now?

M. RENBORG, Acting Director of the Opium Traffic Section, recalled that the Committee was in the habit of adopting its Minutes in public session.

Colonel SHARMAN (Canada) said that it was important to know what changes other members had made in the Minutes. There was the danger otherwise of taking back wrong information to their Governments.

Dr. CARRIÈRE (Switzerland) said that other duties had made it materially impossible for him to look through the Minutes. He could do so later. He did not expect to make any substantial changes.

Colonel SHARMAN (Canada) said that, in the previous year, one member of the Committee had put in a four-page speech by way of correction. If a number of members of the Committee sent in their corrections later, the whole purpose of going through the Minutes in public session would be defeated.

M. RENBORG, Acting Director of the Opium Traffic Section, said that if a number of member sent in corrections later, the Secretariat was placed in a difficult position; it was responsible for seeing that the Minutes corresponded to the discussions and might be left to decide whether a correction arriving late was a question of drafting or a question of substance.

The Advisory Committee approved the Minutes of the first three meetings, subject to the inclusion therein of amendments submitted by the members of the Committee, and approved by the Committee.

The Committee decided that the Minutes of its first (private) meeting should be published.

¹ This decision was taken in private during the fourteenth meeting.

SEVENTEENTH MEETING (PUBLIC, THEN PRIVATE)

Held on Wednesday, June 22nd, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the Assessor, except the representatives of Czechoslovakia, Mexico, Peru, Poland, Turkey and Uruguay.

1302. Adoption of the Minutes of the Fifth to the Tenth Meetings inclusive.

The Committee approved the Minutes of the fifth to the tenth meetings inclusive, subject to the insertion therein of certain amendments submitted by the members of the Committee, and approved by the Committee.

EIGHTEENTH MEETING (PUBLIC)

Held on Thursday, June 23rd, 1938, at 3.30 p.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the Assessor, except the representatives of Czechoslovakia, Greece, Mexico, Peru, Turkey and Uruguay.

1303. Situation in the Far East : Examination and Adoption of a Draft Resolution submitted by the Bureau.

The CHAIRMAN, on behalf of the Bureau, submitted the following draft resolution :

“ The Advisory Committee,

“ Referring to the resolution concerning the serious situation existing in China as regards clandestine manufacture and the illicit traffic in opium and narcotic drugs adopted at previous sessions and particularly the resolution adopted at its twenty-second session ;

“ Having heard declarations by the representatives of China, the United States of America, Canada and Egypt to the effect that the situation in this respect in regions which are not under control of the Chinese Central Government has not in any way improved ;

“ Having also heard a statement by the representative of Japan to the effect that every effort has been made by the Japanese Government to improve the situation in these regions so far as it lies within the power of the Japanese authorities, and that, in particular, effective measures have been taken in the Japanese Concession at Tientsin :

“ Notes that legislation has been promulgated in Manchuria and Jehol (‘Manchukuo’) as an initial step of a definite plan aiming at combating the drug evil and controlling opium production as well as drug manufacture and that, according to a statement by the representative of Japan, the Japanese Government is undertaking a revision of Japanese legislation with a view to providing severe penalties for drug traffickers of Japanese nationality in China ;

“ Notes the continued existence in the whole of China of an extensive clandestine manufacture of drugs and of a very serious illicit traffic ;

“ Notes that, according to a statement by the representative of China, his Government has, in spite of the present exceptional circumstances, continued to take far-reaching measures to cope with the situation ;

“ Realising that the drug problem in China presents very grave difficulties and complications on account of the existence of a very large number of addicts and of a very large opium production, and realising also that the present exceptional circumstances in China make the task of the responsible authorities much more difficult :

“ Expresses the earnest hope that the Government of Japan will spare no efforts in bringing about a material improvement in the situation as far as it lies within its power, and that the Government of China will with energy continue its campaign against the clandestine manufacture and illicit traffic, and that the Committee in the near future will be able to record a definite improvement in the situation in the whole of China ;

“ Recommends that the Council should communicate officially to the Governments of China and Japan and to the other interested Governments, through the Secretary-General, the Minutes of the Advisory Committee’s discussion on the situation in the Far East at its sittings on . . . with the request for the observations of these Governments on the facts disclosed by the discussion.”

The Chairman explained that, in preparing the draft resolution submitted for the Committee's consideration, the Bureau had been guided by two main principles—namely, the desirability of adopting a resolution which might lead to practical results in improving a situation well known to all the members of the Committee and the maintenance as far as possible of the co-operation within the Committee which had for many years been the direct cause of its success, and without which its future would not be assured.

He drew his colleagues' special attention to the last paragraph which recommended that the Council should communicate to all interested Governments the Minutes of the discussions on the Far Eastern situation. In this way, the various statements made describing the actual situation would be brought to the attention of the two Governments principally concerned and of all other Governments interested.

Needless to say, the Committee was free to adopt the draft resolution as it stood or as subsequently amended, or to pass any other resolution which it desired. It was, however, the Bureau's firm conviction that, as it had been decided to adopt a resolution, the text submitted would conduce to practical results and enable the Committee to maintain co-operation in future between its members in respect to this problem.

Mr. FULLER (United States of America) made the following statement :

The resolutions passed from time to time by the Opium Advisory Committee are ordinarily expressions of the opinions of that Committee and it is rarely that the United States representative is called upon to speak upon such resolutions. But, when the proposed text of the Committee's resolutions misquotes statements of the United States representative, it is incumbent on him to call attention to such misquotation and to ask that it be corrected.

In the draft text now before us, the second paragraph reads :

" Having heard declarations by the representatives of China, the United States of America, Canada and Egypt to the effect that the situation in this respect in regions which are not under control of the Chinese Central Government has not in any way improved."

I did not, however, make the declaration which it is proposed thus to attribute to me. I did say that the situation in the parts of China under Japanese control is worse than ever. This is something very different from the statement set forth in the text before us. I passed no observations on other parts of China not under control of the Chinese National Government, as, for example, Kwangchow-Wan, Kowloon Leased Territory, the Concessions of Shameen, the International Settlements at Kiangsu and Shanghai or the Concessions. I made no reference to a " Chinese Central Government ". My references were to the Chinese National Government.

I am, therefore, obliged to request that, in such text as the Committee may adopt, I shall be quoted accurately if at all.

On my return to the United States, I am required to submit to my Government a report on the deliberations of the Opium Advisory Committee and to explain any resolutions which the Committee may have passed. To that end, I am obliged to ask for some information concerning the fifth paragraph of the proposed text, which reads :

" Notes the continued existence in the whole of China of an extensive clandestine manufacture of drugs and of a very serious illicit traffic."

I have been unable to find that any information was placed before the Committee indicating " the continued existence in the whole of China of an extensive clandestine manufacture of drugs ", and, as the information at my command does not support this statement, I would appreciate being referred to the record on which it is based.

M. BOURGOIS (France) did not think the draft resolution submitted would satisfy anyone, but believed that to be the best reason for its acceptance. The Bureau's text represented a compromise which, if it did not satisfy everyone, could at least be generally accepted. As the Chairman had pointed out, the text was so drafted as to maintain the collaboration desired by all the members of the Committee.

Colonel SHARMAN (Canada) had been considerably astonished when he read the draft resolution proposed by the Bureau. A careful perusal of the relevant Minutes showed that there was a marked discrepancy between the tone of the Committee's discussions and the draft resolution now submitted. He had also re-read the discussions on the same subject at the Committee's 1937 session and believed that it would be clear to any impartial observer that the resolution adopted last year was in consonance with the discussions which preceded it. That resolution¹ stated for instance, that

" . . . the situation in those regions which are under Japanese influence has deteriorated to an alarming extent since the last session ;

¹ See Minutes of the Twenty-second Session of the Advisory Committee, page 104.

“ Considering that the existing situation constitutes a very real danger, not only to the peoples of these regions, but also to the whole world, and cannot be allowed to continue :

“

“ Relies on the Government of Japan to take immediate and effective steps to put an end to clandestine manufacture and drug trafficking carried on by Japanese subjects in China”

He suggested that the discussions at the present session had disclosed conditions which were certainly not less serious than those above described. This was proved by the statement in the Committee's own draft report to the effect that “ the position to which attention was drawn last year as being extremely serious has grown still worse ”.¹ Seeing that the Committee had decided to pass a resolution it should not, at least, be milder than the resolution adopted at the last session. Minor amendments would not suffice. The text would have to be entirely re-drafted to bring it into line with the debates on the subject.

It was impossible, furthermore, not to refer to the fact that to the common knowledge of certain members of the Committee the draft resolution, which had been officially distributed only yesterday, had not only been disclosed in advance but submitted for prior comment to certain very interested quarters in the Committee. In his view, such a draft resolution should first be carefully examined by the Committee as a whole and should not have been submitted to the Committee after examination and perhaps censorship by individual members.

He, for one, could not vote for the resolution as it was at present worded. He proposed, therefore, that the Committee should, either by itself or through a sub-committee which would not include the representatives of the two countries most nearly concerned, re-draft the resolution in order to bring it into line with the Committee's discussions and ensure that it corresponded to the idea originally suggested as regards a resolution on the Far Eastern situation.

Mr. NIND (India) fully appreciated the weight of the Chairman's introductory observations, but felt that he must support the representative of Canada in expressing dissatisfaction with the wording of the draft resolution. He had compared it with the resolution passed by the Committee in 1937 after it had heard statements which were no more damning than those to which the Committee had listened on the present occasion. If a much milder resolution were to be adopted this year, there must be some justification for it. Had the Committee been less impressed by the statements made at the present session ? He had not attended the 1937 session, but could detect no signs whatever this year that members had found the situation as described any improvement on the previous year ; the speeches delivered certainly gave no such impression. Further, had there really been any signs that the Japanese Government had been stirred to take drastic action or even to make a detailed enquiry into the allegations made in previous years, or had its representative at the present session shown himself any readier to recommend to the Government that such action should be taken or such enquiries made ? M. Amau had brushed aside as of no account statements based on hearsay, but had he reflected at all who had sponsored those statements ? They did not represent the gossip of some scallywag of an informer anxious to earn a paltry reward ; they were statements deliberately made by the accredited representatives of the United States of America and of Egypt, and the representative of the United Kingdom had distinctly asserted that the information in his Government's possession tended to confirm them. Those statements certainly suggested that there was a *prima facie* case for a very detailed enquiry into conditions in Tientsin. What was the Japanese representative's reply ? Merely that, as had been stated last year, some Korean traffickers had been deported from Tientsin. Was that likely to eradicate the evil ? The charge was not merely that heroin traffickers operated in Tientsin, but that factories existed and that on a large scale. Further, could the Japanese representative really claim that this charge rested merely on irresponsible hearsay ? What about the seizures in America of hundreds of kilogrammes of heroin which came from Tientsin ?

The first part of the draft resolution referred to the measures taken by the Japanese authorities in Tientsin, but this reference was not repeated in the latter part of the text, so that a casual reader might infer that conditions in that area were satisfactory.

There was also the question of the large amounts of opium recently imported into “ Manchukuo ” and other parts of North China under Japanese control. The explanation given was that those imports were necessary because the Government had cut down too drastically the amount of opium produced locally to meet the needs of the population. No attempt had been made to show by figures whether the present local production plus these huge imports actually represented a curtailment of supplies or not. It might have been imagined that Japan would have considered herself to be on the defensive as a result of last year's resolution and would have supplied her representatives with facts and figures justifying the oft-repeated statement that she wished to co-operate with the Committee. It was high time, he submitted,

¹ See the Report of the Advisory Committee to the Council on the Work of its Twenty-third Session (document C.237.M.136.1938.XI (Ser. L.O.N. P. 1938.XI), page 12.

that those assurances were translated into action. Personally, therefore, he would like the resolution to express far more clearly the Committee's dissatisfaction at Japan's failure to respond to the earnest appeals addressed to her in past years and particularly in 1937. If that dissatisfaction were not clearly expressed in the Committee's resolution and if the latter were couched in milder terms than last year, not only would the Committee be giving Japan a false idea of what it believed her obligations to be, but it would also be doing a great disservice to the cause of drug suppression.

The Committee would recollect that, in the concluding passage of his speech at the Committee's tenth meeting, the Belgian representative had complained of the inadequacy of the Japanese reply and advocated the adoption of a resolution asking for an enquiry into the charges brought against the Japanese authorities and expressing the wish that the Japanese Government should initiate a systematic campaign for the eradication of the illicit traffic in narcotic drugs in the territories under its control. In a later speech, M. Carnoy had asked whether those recommendations were approved and had suggested that the Bureau should draft a short text summing up the general sense of the Committee's discussions on the Far Eastern situation for consideration at a later meeting.

In the light of those remarks Mr. Nind would now comment on the draft resolution actually submitted. The United States representative had already stressed the serious objection felt to the expression "regions which are not under control of the Chinese Central Government" used in paragraph 2. In the third paragraph reference was made to the "effective measures . . . taken in the Japanese Concession at Tientsin" and in the fourth paragraph to "an initial step of a definite plan . . .". He could find nothing in the Committee's Minutes to justify such references and had no recollection of such categorical assurances as they seemed to imply. He agreed further with Mr. Fuller that the reference in paragraph 5 to "the continued existence in the whole of China of an extensive clandestine manufacture of drugs and of a very serious illicit traffic" was quite inadmissible. Finally, no reference was to be found in the draft resolution to the enquiry proposed by the representative of Belgium.

The amendments which he proposed would therefore be the following :

In paragraph 2, the words "regions under Japanese influence and control" should be substituted for the words "regions which are not under control of the Chinese Central Government".

Paragraph 3 should be replaced by the following text :

"Having also heard a statement from the representative of Japan expressing the willingness of his Government to co-operate in the suppression of the illicit drug traffic and explaining the difficulties it has experienced in portions of North China, which have recently come under its control, and that in particular no clandestine manufacture now exists in the Japanese Concession of Tientsin and that many drug traffickers have been deported from the Concession."

In paragraph 4, the words "as an initial step of a definite plan" should be omitted.

In paragraph 5, the words "in parts of China under Japanese influence or control" should be substituted for "in the whole of China".

After paragraph 6, an additional paragraph should be inserted to read :

"Notes with regret that the measures hitherto taken for effecting an improvement have not yet met with such success as to inspire confidence in countries suffering from the drugs manufactured in parts of China under Japanese influence or control and in particular that no steps have yet been taken to impose severe penalties on illicit manufacturers of drugs and on drug traffickers in those parts."

Finally, the first two lines of paragraph 8 should be replaced by the following text :

"Expresses the earnest hope that the Government of Japan will conduct a detailed enquiry into the position as stated to exist in Tientsin such as will satisfy the world that illicit manufacture no longer exists and will generally bring about a material improvement . . ."

M. AMAU (Japan) was unable to accept the text of the draft resolution as it stood, and reserved the right to propose further amendments later. In reply to the renewed criticisms made of the attitude of, and the measures taken by, the Japanese authorities in this matter, he referred members to the explanations already given at the meetings of the Sub-Committee on Seizures and of the Advisory Committee itself. The representatives of India and Canada had singled out various defects in the policy followed by the Japanese authorities. He must, however, repeat that those criticisms were based on false reports and on information that had still to be proved correct. He did not, however, propose to go into details at the moment.

He reminded the Committee that Government representatives were associated in the Advisory Committee's work on the understanding that all co-operated with one another in a spirit of mutual confidence and in a desire to facilitate each Government's task. The proper procedure, therefore, was not to accuse other Governments, but to examine the particular

situation impartially and equitably. For that reason, he could not accept the suggestion of a sub-committee on which Japan would not be represented, as questions affecting the Far East were of vital importance to Japan.

He asked Mr. Nind to make it more clear what was meant geographically by regions under Japanese control.

Mr. NIND (India) said that he was referring to such Japanese concessions as Tientsin, to "Manchukuo" and to other parts of North China, which were undoubtedly under Japanese control at present.

Sir Thomas RUSSELL (Egypt) said that if, in the statement which he had been quoted as making on the Far Eastern situation, he had not personally specified that the situation was worse, he certainly envisaged the danger of its becoming so. The Committee's summing up on page 12 of the report to the Council clearly showed that the position to which attention was drawn was extremely serious and had grown still worse.

In those circumstances, was it consistent with accuracy and honesty to draw up a resolution of a far weaker nature than last year's by replacing the words used in the 1937 resolution by non-committal words such as "has not in any way improved".

If this year's resolution were not to be framed in stronger language than that of last year, it must at least be couched in equally definite and emphatic terms; otherwise it would be better to have no resolution at all and to let everyone form his own opinion from the Minutes of the Committee's debates.

Dr. Hoo Chi-tsai (China) fully endorsed the arguments advanced by most of the previous speakers against the adoption of the draft resolution. The representative of France had urged that this draft constituted a compromise, but it was the essence of a compromise that it should be acceptable to both parties. The Committee had heard the representative of Japan refuse to accept the draft resolution and would therefore understand that he, as the representative of China, was still less inclined to approve it. It was a mistake to regard the situation in the Far East as affecting only two parties. The statements made during the Committee's discussions certainly showed that Japan and China were primarily concerned and that the Chinese population was the chief sufferer, but the situation was clearly a menace to more distant countries also.

He must confess his surprise at the inability of the Japanese representative to accept a draft resolution in which five out of the seven substantive paragraphs expressed the Japanese point of view and might equally well have been drafted by M. Amau himself. He could not accept the text submitted, as it gave a false idea of the Committee's discussions and was unjust to the Chinese National Government, which had done, and was doing, its best to improve the situation in the territory under its control.

The representative of India had supplied the Japanese representative with a definition of "areas under Japanese control". If a fuller definition were required, he would describe the areas in question as those in which, owing to the penetration of Japanese influence, the regulations of the Chinese National Government regarding the suppression of the illicit traffic in narcotic drugs could not be enforced, either because of the presence of Japanese military forces or because of the constitution of a puppet Government which had introduced other regulations. In point of fact, the regions under Japanese control and influence were those in which the illicit traffic in and manufacture of drugs were conducted on a large scale.

Dr. CHODZKO (Poland) pointed out that, since the adoption of the 1937 resolution, the situation had been altered by the outbreak of "hostilities", as a result of which it was difficult for the parties immediately concerned to give objective consideration to the problem; their outlook was inevitably coloured by political considerations. A technical body like the Opium Advisory Committee was therefore placed in an extremely difficult situation. The Far Eastern situation now contained elements which raised questions of a more serious character than the illicit drug traffic and it was increasingly difficult to take an impartial view of the situation or to regard the information submitted to the Committee as giving a faithful picture of the situation.

The Committee should therefore endeavour, in making its recommendations, to envisage a more normal state of affairs. In 1937, discussions had been conducted in a friendly atmosphere and the final resolution, unanimously adopted, had secured the assent of both China and Japan. This year, a more strongly worded draft had clearly proved unacceptable to both. In those circumstances, he suggested publicly, as he had already done privately, that the wiser course would be to reiterate the resolution adopted, in 1937, the more so since any changes which had occurred in the situation were essentially of a quantitative nature. If a fresh text were introduced, readopting in a single phrase the Committee's 1937 resolution,¹ and drawing the attention of all parties concerned to the continued gravity of the situation, he felt confident that it would secure the unanimous support of the whole Committee.

¹ See the Report of the Advisory Committee to the Council on the Work of its Twenty-second Session, page 9 (see *Official Journal*, December 1937, page 1108).

M. CARNOY (Belgium) agreed that his original proposal had been to conclude the discussion on the situation in the Far East with a resolution in the sense indicated by the representative of India ; it would, therefore, be difficult for him to accept the text now proposed by the Bureau. The latter had certainly made a praiseworthy effort to find a text which would secure unanimous support, but he realised that, in the present abnormal situation and in view of the remarks made by the representatives of the United States of America and of other countries, it would be extremely difficult to secure unanimous support for any proposal acceptable to them.

As the Canadian representative's suggestion regarding a sub-committee had also not been approved, M. Carnoy was inclined to accept Dr. Chodzko's proposal to re-adopt the resolution voted at the Committee's twenty-second session. The recommendations contained in the last two paragraphs of the Bureau's draft might be retained as they could in no way be regarded as implying hostility to Japan. A resolution drafted on such lines and terminating with the recommendations regarding an enquiry and the despatch of the relevant records of the Committee's discussions ought to find general acceptance.

The CHAIRMAN said that the Bureau was prepared to make the necessary corrections to satisfy the United States representative. In reply to the observations made by the representative of India, he would point out that the abnormal situation in the Far East at the present time made it necessary to adopt a different resolution from that passed at the last session. The Bureau's desire was to submit a resolution containing proposals which would be unanimously supported and would lead to practical results.

In view of the discussion which had taken place, his first duty would be to put to the Committee the motion of the representative of Canada that the draft resolution be dropped and a sub-committee appointed on which neither China nor Japan would be represented to draft a new text.

Colonel SHARMAN (Canada) explained that his proposal was that either the Committee as a whole or the sub-committee referred to should re-draft a text which would reflect the Committee's previous discussions and its subsequent decision as regards a concluding resolution.

M. AMAU (Japan) reiterated his objection to any sub-committee on which Japan was not represented and reserved his right eventually to submit an amendment to Mr. Fuller's proposal regarding paragraph 2.

Dr. Hoo Chi-tsai (China) seconded the proposal of the Canadian representative.

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that, in view of the various proposals for amendments submitted, and of the suggestion made by Dr. Chodzko and supported by M. Carnoy to replace the Bureau's text by a new draft based on the Committee's 1937 resolution, the best procedure would be to draft forthwith a new text. If that text were accepted, the Bureau's first text would be automatically dropped.

Colonel SHARMAN (Canada) was prepared to continue the discussion on the basis of the Polish representative's proposal.

Mr. NIND (India) was also prepared to withdraw his amendment in favour of a text based on Dr. Chodzko's suggestions.

After a short adjournment, the CHAIRMAN submitted, on behalf of the Bureau, the following new draft resolution :

" The Advisory Committee,

" With reference to the resolution adopted at its twenty-second session, concerning the serious situation existing in the Far East with regard to the clandestine manufacture of and the illicit traffic in opium and narcotic drugs :

" Once again draws the attention of the Council to the gravity of the situation as revealed by the discussions which took place during the present session ;

" Requests the Council to ask the Governments concerned to take the most vigorous action with a view to remedying this situation ;

" Recommends that the Council should officially communicate to the Governments of China and Japan and to the other Governments concerned, through the Secretary-General, the Minutes of the Advisory Committee's discussions on the situation in the Far East at its meetings on June 13th, 14th, 21st, 22nd and 23rd, and should request those Governments to transmit their observations on the facts brought to light by those discussions."

Colonel SHARMAN (Canada) moved as an amendment that the text of the Committee's 1937 resolution should be inserted *in extenso* in the new draft resolution.

M. AMAU (Japan) and M. CARNOY (Belgium) signified their opposition to the Canadian representative's amendment.

On a show of hands, the amendment proposed by the Canadian representative was rejected by seven votes to four.

Colonel SHARMAN (Canada) moved as an amendment that the Committee's 1937 resolution should be annexed to the draft resolution before the Committee.

On a show of hands, *the amendment proposed by the Canadian representative was adopted by six votes to four.*

The CHAIRMAN inferred that the new draft resolution would be adopted, it being understood that the text of the 1937 resolution would be annexed thereto.

M. RENBORG, Acting Director of the Opium Traffic Section, pointed out that according to Article 6 of the Committee's Rules of Procedure, resolutions could only be validly adopted by a majority of the members present at the meeting. It was therefore necessary for at least half of the members present to vote for the resolution submitted.

The CHAIRMAN did not agree that it had always been the practice of the Advisory Committee to adopt resolutions in the manner suggested by the Acting Director. He proposed, however, to take a fresh vote and was confident that the Committee as a whole would accept the Canadian representative's proposal—namely, to adopt the new draft resolution submitted with the text of the 1937 resolution annexed.

Dr. Hoo Chi-tsai (China) explained that, though far from satisfied with the final text proposed, he would, in deference to the Chairman, refrain from opposing it.

M. AMAU (Japan) pointed out that his Government had participated with other Governments in this humanitarian work on the understanding that all the Governments would co-operate with one another in a spirit of mutual confidence and helpfulness in order to facilitate the task of each Government. It was, however, regrettable that the discussions in the Advisory Committee sometimes seemed to be influenced by other motives than the real mission of technical co-operation, and that, in some statements, insufficient account was taken of the actual situation and charges were laid against Japan on the basis of uncorroborated information. The Japanese Government had not been fully satisfied with last year's resolution and had only accepted it in a spirit of conciliation and co-operation. Since that date, it had spared no effort to improve the situation, and in doing so had achieved tangible results. His Government therefore was unable to accept the resolution now proposed but, in order not to obstruct agreement in the Committee, he would refrain from voting against the resolution.

The CHAIRMAN said that the abstention of the Japanese delegation would be duly noted and, in reply to an enquiry by the Chinese representative, confirmed that the reference in the last paragraph to the Minutes of the Committee's debate covered all meetings, including the present, at which the Far Eastern situation had been discussed.

The revised draft resolution proposed by the Bureau was adopted, the Japanese representative abstaining. It was understood that the resolution adopted by the Committee at its session in 1937 should be annexed to the present resolution.

NINETEENTH MEETING (PUBLIC)

Held on Friday, June 24th, 1938, at 10.30 a.m.

Chairman : M. DELGORGE (Netherlands).

Present : All the members of the Committee and the assessor except the representatives of Czechoslovakia, Mexico, Peru, Poland, Portugal, Turkey and Uruguay.

1304. Examination and Adoption of the Report of the Sub-Committee to study Questions in regard to Indian Hemp and Indian-Hemp Drugs (document O.C.1746(I)).

The CHAIRMAN invited Mr. Fuller (United States of America), retiring Chairman of the Sub-Committee, to present the Sub-Committee's report. He paid a tribute to Mr. Fuller's work and services as Chairman of the Sub-Committee.

Mr. FULLER (United States of America) said that the report represented the views of the Sub-Committee up to date. The Sub-Committee had not yet got enough information to form a basis for conclusions or recommendations but hoped that further information might be available next year.

The Advisory Committee adopted the report of the Sub-Committee and decided to annex it to its report to the Council.

The Secretary was authorised, in consultation with the Rapporteur, to insert a passage to this effect in the report to the Council.

1305. Consideration of the Draft Report of the Committee to the Council on the Work of its Twenty-third Session (documents O.C.1745 and O.C.1745(a)).¹

The CHAIRMAN invited Dr. Carrière (Switzerland), Rapporteur, to present the Advisory Committee's draft report to the Council.

Dr. CARRIÈRE (Switzerland), Rapporteur, explained that to facilitate its examination, the text of the report to the Council had been divided into two parts, the first of which (document O.C.1745(a)) dealt with the work of the Preparatory Committee for the Conference for the Limitation of the Cultivation of the Opium Poppy, and the second (document O.C.1745) corresponded to the usual report on the work of the Committee itself. He proposed that these two reports be examined in the order of the proceedings to which they referred—*i.e.*, that document O.C.1745(a) be taken first.

A. Report of the Advisory Committee concerning the Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium (document O.C.1745(a)).²

TITLE OF THE REPORT

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that the title of document O.C.1745(a) be amended to read :

"Report to the Council concerning the Preparatory Work for a Conference to consider the Possibility of limiting and controlling the Cultivation of the Opium Poppy and the Production of Raw Opium and controlling Other Raw Materials for the Manufacture of Opium Alkaloids."

M. Renborg's proposal was adopted.

GENERAL OBSERVATIONS

Dr. Hoo Chi-tsai (China) said that it was important not to convey any impression of contradiction between the report of the Preparatory Committee and the Advisory Committee's report to the Council. The latter document gave a very much abridged account of the proceedings, and was misleading on that account.

Colonel SHARMAN (Canada) agreed. He commented on the statement in paragraph 7 concerning the Yugoslav Government's attitude, as follows :

"Finally, the Convention could only be applied if all the countries concerned adhered to it and, in the first instance, the countries which produced and used raw opium."

That statement did not convey the attitude finally adopted by the Yugoslav representative in the Preparatory Committee, as evidenced by the Minutes of the twelfth meeting of the Advisory Committee and the terms of the Preparatory Committee's report, which read :³

"The representatives of Turkey and Yugoslavia stated that their Governments would be unable to adhere to a convention which was not ratified by all the principal producing countries."

Dr. CARRIÈRE (Switzerland), Rapporteur, said that he had taken the expressions used in his report from the written text handed in by the delegate of Yugoslavia.

M. RENBORG, Acting Director of the Opium Traffic Section, thought that a distinction should be made between document O.C.1744(1), representing the views of the experts in the Preparatory Committee—which were not binding on Governments—and the present report, which in certain cases contained Governments' views, as expressed by their representatives on the Advisory Committee.

M. CARNOY (Belgium) endorsed the remarks of the Canadian representative. The Yugoslav delegate had accepted the phrase, "principal producing countries", after a full discussion as to the implications of the word "principal" from the point of view of the future Conference.

Dr. Hoo Chi-tsai (China) supported the observations of the Canadian and Belgian representatives. The report to the Council must be so phrased as to give an accurate view of the results obtained by the Preparatory Committee.

Dr. Bojidar VAJITCH (Yugoslavia) asked that the text of the passage referred to might be allowed to stand for the present. He was not prepared to adopt a definite position in the matter. He could, if necessary, take up the question with his Government.

¹ For the final text of the report, see document C.221.M.123 1938.XI (Ser. L o N. P. 1938.XI.1) and document C.237.M.136 1938.XI (Ser. L o N. P. 1938.XI.2).

² For the final text of the report, see document C.221.M.123 1938.XI (Ser. L o N. P. 1938.XI.1), pages 5 to 8.

³ See document C.221.M.123 1938.XI (Ser. L o N. P. 1938.XI.1), page 24.

Dr. CARRIÈRE (Switzerland), Rapporteur, while maintaining his previous statement, recognised that the Yugoslav representative had accepted the expression "principal producing countries" in the discussion on this point in the Preparatory Committee.

M. RENBORG, Acting Director of the Opium Traffic Section, quoted *in extenso* the relevant passage in the Minutes of the twelfth meeting of the Advisory Committee.

After further discussion, in which the Chairman and the representatives of Belgium and China took part, *the Committee agreed*, on the proposal of the Acting Director, *to retain the passage quoted by Colonel Sharman and to insert a footnote recalling the earlier discussions on the subject.*

M. AMAU (Japan) asked for the insertion of a passage reflecting his statement at the twelfth meeting of the Advisory Committee. He said that the Convention could not achieve its purpose unless at least all the important producing and importing countries were parties to it. There was, he said, an important producing and importing country "Manchukuo". Internally, she had a certain definite policy on opium questions; externally she had trade relations, so far as opium was concerned, with Japan and other countries. That was a fact which could not be overlooked.

Dr. Hoo Chi-tsai (China) pointed out that the phrase "Japan and other countries" was not quite correct. There was the question of import and export certificates. There were certain producing countries which sold to Manchuria and Jehol and certain countries which did not. The phrase "Japan and certain other countries" would, he thought, be a truer description of the position.

M. AMAU (Japan) assented.

The Committee agreed to insert in the report a text on the lines proposed by the Japanese representative as amended by the Chinese representative.

M. BAHRAMY (Iran) asked for the insertion of a paragraph as follows :

"The representative of Iran observed that, not being an expert on these matters, he was not at present able to enter into questions of detail like his colleagues but that he reserved his right to deal with them in due course."

The text proposed by the Iranian representative was adopted.

M. KARADJOFF (Bulgaria) asked for the insertion of an amendment stressing the fact that Bulgaria, until recently a producing and consuming country, was now a producing country only. He submitted the following text :

"Bulgaria had decreased the cultivation of the opium poppy and prohibited the manufacture of drugs. She had thus, up to a recent date, been both an opium producing and consuming country. She was now a producing country only and as such had . . ."

to replace the opening phrases of paragraph 13 reading as follows :

"Bulgaria had decreased the cultivation of the opium poppy and prohibited the manufacture of drugs. She was therefore both a producing and consuming country and, as such, had . . ."

The text proposed by the Bulgarian representative was adopted.

Dr. Hoo Chi-tsai (China) recalled the text of the Preparatory Committee's report, in which he was rightly reported as having stated in that Committee that his Government took the view that the new convention should provide for the suppression of the use of prepared opium within a fixed period, which, it suggested, should be five years.

He asked for the insertion in the report of the Advisory Committee of an amended text to replace paragraph 15 which now read as follows :

"The representative of China emphasised that the principal object in view was the suppression of all non-medical uses of opium. The object of the Hague Convention of 1912 had been the total suppression of the practice of opium-smoking. The Opium Agreement of 1925 had been adopted with the same object. The future convention must set a time-limit for the final suppression of the use of smoking opium, with a substantial annual reduction if an effective result were desired."

He would propose the following text :

"The representative of China emphasised that the principal object of the convention was the suppression of all non-médical use of opium. The suppression of the illicit traffic and the limitation of the production of raw opium should not be considered in themselves to be the object of the future convention. If sight were lost of these considerations, the convention would not represent any progress in the campaign against the abuse of narcotic drugs in comparison with the Conventions already existing. The future convention must set a time-limit for the final suppression of the use of prepared opium, with a substantial annual reduction of the production of raw opium, if an effective result were desired. He

therefore drew special attention to the importance of the following passage in the report submitted by the Preparatory Committee and adopted by the Advisory Committee :

“ ‘ There was general agreement that the results of the future convention should be the abolition of the use of prepared opium and a corresponding decrease in the production of raw opium.’ ”¹

The text proposed by the Chinese representative was adopted.

*The report of the Committee to the Council on the work of the Preparatory Committee was adopted as a whole.*²

B. General Report of the Committee to the Council on the Work of its Twenty-third Session (document O.C.1745, with addenda).³

II. THE OPIUM CONVENTIONS

2. Application of the Conventions.

(f) Paracodine.

M. AMAU (Japan), commenting on the proposal to adopt an additional protocol (to the Convention of 1931) relating to paracodine, said that the name “paracodine” was simply a registered trade name and that the salts, such as the bitartrate and hydrochloride, were also called “paracodine”. The scientific term “dihydrocodeine and its salts”, was preferable.

Dr. CARRIÈRE (Switzerland), Rapporteur, said that he thought the scientific name would be used in the draft protocol, with the name “paracodine” in parentheses. “Paracodine” was the name commonly used in the Advisory Committee’s discussions.

The continuation of the discussion was adjourned to the next meeting.

TWENTIETH MEETING (PUBLIC)

Held on Friday, June 24th, 1938, at 3 p.m.

Present : All the members of the Committee except the representatives of Czechoslovakia, Mexico, Peru, Poland, Turkey, Uruguay, and the Assessor, Dr. de Myttenaere.

Chairman : M. DELGORGE (Netherlands).

1306. Proposal to include in the International Nomenclature of Causes of Death an Item to cover Deaths due to Drug Addiction : Communication by the Secretariat.

M. RENBORG, Acting Director of the Opium Traffic Section, informed the Committee that, according to a communication received from the Health Section, the Joint Committee for the preparation of the fifth decennial revision of the International Nomenclature of Causes of Death at the last meeting in May 1938 had before it a request by Professor Emerson on behalf of a private organisation concerned with drug addiction to the effect that an item or sub-item be introduced into the international nomenclature to cover deaths due to drug addiction.

The proposal was readily accepted by the Joint Committee, and account has been taken of it in the list of causes of death which is to be submitted next October to the Fifth Revision Governmental Conference for official endorsement.

The proposed sub-items would be worded as follows :

“ No. 79

“ (b) Poisoning by habit-forming and sleep-inducing drugs :

“ (ba) by habit-forming drugs ;

“ (bb) by sleep-inducing drugs ;

“ No. 163

“ (ab) Analgesic and habit-forming drugs according to definitions of international conventions relating to habit-forming drugs ;

“ (ac) Sleep-inducing drugs not including fluid anæsthetics ; . . . ”

It should, of course, be borne in mind that the Nomenclature applied to causes of death only, not to causes of morbidity, so that, even if the proposed new sub-items were adhered to

¹ See document C.221.M.123.1938.XI (Ser. L o.N. P. 1938 XI 1), page 16

² *Ibid.* pages 5-8.

³ For the final text of the report, see document C.237-M.136 1938.XI (Ser. L o.N. P. 1938.XI.2).

by the various national authorities, the resulting statistics would have a mere index value and no absolute significance. This would, however, constitute some progress as compared with the complete ignorance which previously prevailed.

The communication of the Health Section was noted.

1307. Consideration of the Report of the Committee to the Council on the Work of its Twenty-third Session (continuation).

B. General Report of the Committee to the Council on the Work of its Twenty-third Session (continuation) (document O.C.1745, with addenda).¹

III. ILLICIT TRAFFIC (Chapter VII of the Final Text).

Macao.

Dr. Hoo Chi-tsai (China) suggested that the passage dealing with Macao should be prefaced by an introductory phrase explaining that the Committee's attention had been drawn to the close connection between several cases of illicit traffic and Macao.

The Chinese representative's proposal was adopted.

Bulgaria.

M. KARADJOFF (Bulgaria) pointed out that, as the new Bulgarian law had so far only been approved by the various State Departments but not yet submitted to Parliament, it would be more correct to say "will be submitted to Parliament" instead of "had just been submitted" in the first sentence.

Passports of Drug Traffickers.

The Committee decided to convert the passage dealing with passports of drug traffickers into a separate sub-section (c), the following sub-sections (c) and (d) to be re-lettered accordingly.

The Committee also agreed to delete the first paragraph and the first five words of the second paragraph reading as follows :

"This question is closely related with that of clandestine manufacture.

"The Committee will remember that . . ."

(d) *Illicit Traffic by Air.*

Mr. FULLER (United States of America) objected to the second sentence in the penultimate paragraph, reading as follows :

"The regular commercial lines landing in the United States, which are or have been considered as purveyors of narcotics, no longer appear to offer any serious danger."

He pointed out that he had never, during the whole of his connection with the Advisory Committee, charged any of the United States commercial air lines with being purveyors of narcotics.

The Committee decided to delete the sentence in question.

(e) *Measures to prevent the Use of Ocean-going Vessels for Illicit Traffic and Supervision of Large Sea Ports.*

Colonel SHARMAN (Canada) proposed that the expression "ocean-going" in the last sentence of the first paragraph should be corrected (see paragraph 2 of final text).

The Committee decided to substitute the words "trans-oceanic steamship".

(f) *Statistics regarding Exports and Imports of Acid Acetic Anhydride and Caffeine.*

Acid Acetic Anhydride.

Mr. NIND (India) questioned the correctness of the expression "from Japan" in regard to imports of acid acetic anhydride into China (second paragraph).

Dr. Hoo Chi-tsai (China) confirmed that in his statement he had referred to the large imports of the substance in question by *Japanese firms in China*.

The Committee decided to correct the text accordingly.

IV. SITUATION IN THE FAR EAST (Chapter VIII in Final Text).

Dr. CARRIÈRE (Switzerland), Rapporteur, pointed out that, in this section of the report, he had endeavoured to reproduce as fully and substantially as possible the actual statements made by the various Government representatives. It would be necessary to consider simultaneously with this section pages 2-5 of the second addendum to document O.C. 1745 (see pages 17 and 19 to 20 of the final text of the report).

¹ For the final text of the report, see document C.237.M.136.1938.XI (Ser. L.o.N. P. 1938.XI.2).

Mr. FULLER (United States of America) pointed out that the 300 chests referred to in paragraph (3) formed part of the 428 chests mentioned in the same sentence. The phrase should therefore read : " the 428 chests of opium sent from Bushire to Tangku, of which 300 chests were sent to Shanghai." instead of " the 428 chests of opium sent from Bushire to Tangku and the 300 chests sent to Shanghai."

He had also never referred, as implied in the following paragraph, to the " installation at Shanghai of a heroin factory ", but had said that negotiations were being conducted to that end. The phrase should therefore read : " into the alleged scheme to instal at Shanghai a heroin factory, but had found no trace of any such scheme ".

The amendments proposed by the United States representative were adopted.

Summary of the Statement of the Representative of China.

Dr. Hoo Chi-tsai (China) requested the insertion at the end of the sixth paragraph of the phrase : " which had led to an improvement in the situation as regards manufactured drugs ".

Referring to the last paragraph but two of this section of the report, he asked for the addition, at the end, of the phrase : " Japanese military lorries were reported to have transported the drugs ".

In the last paragraph, the words " an island " should be amplified to read " the island Quemoy ", finally, in the last sentence of this paragraph, the reference to " territories occupied by the Chinese troops " should be amended to read " territories not occupied by Japanese troops ".

The amendments proposed by the Chinese representative were adopted.

3. Summary of the Statement of the Representative of the United States of America.

Manchuria and Jehol.

Mr. FULLER (United States of America) asked that the opening phrase of the second paragraph, reading as follows :

" This opium, as in past years, came from Korea and its illicit introduction into Manchuria had been . . .",

should be amended to read as follows :

" This opium, as in past years, came from Korea, Iran and Turkey. The illicit introduction of Korean opium into Manchuria had been . . ."

In the following paragraph, the last phrase of the last sentence, should read " there was reason to believe," instead of " there was no reason to believe ".

The amendments proposed by the United States representative were adopted.

China between the Yellow River and the Great Wall.

Dr. Hoo Chi-tsai (China) pointed out that, in this section and in all other parts of the report, any references to the Peiping Provisional Government or Manchukuo should be placed between inverted commas.

Mr. FULLER (United States of America) said that the second sentence should read :

" A civil Government set up by the army in Hopei had taken a hand in the control of narcotic drugs, directly it was set up. This had been done by rescinding the provisional anti-opium and anti-narcotics laws of the Chinese National Government through Ordinance . . .", instead of, as at present :

" A civil government set up by the army in Hopei had taken charge of the control of narcotic drugs, but the anti-opium and anti-narcotics laws of the Central Chinese Government had been rescinded by Ordinance No. 33 of the Peiping Provisional Government."

In the second paragraph, the words " and with other Governments ", should be inserted after " American Government ", and the word " Japanese " before " authorities ", in the last sentence.

The amendments proposed by the United States representative were adopted.

Central China.

Mr. FULLER (United States of America) asked that the last words of the fourth sentence of this paragraph should be modified to read " the first seventeen days of March " instead of " the first days of March ".

He asked that the last sentence relating to Central China, reading :

" Information obtained by the representative of the United States of America enabled him to affirm that, in yet other cases, Japanese ships had transported cargoes of opium to China—namely, to a country whose laws prohibited the import of opium."

should be corrected to read as follows :

" The representative of the United States of America stated that Japanese ships and Japanese firms had transported cargoes of opium . . .".

The amendments proposed by the United States representative were adopted.

South China.

Mr. FULLER (United States of America) asked that the word "recently" should be deleted from the phrase ". . . this was a shipment that had recently left Iran . . ."

The amendment proposed by the United States representative was adopted.

South-west China.

Mr. FULLER (United States of America) wished to replace the word "available" by the word "complete" at the end of the phrase: "Information available at present in regard to the crop year 1937/38 was not available . . ."

The amendment proposed by the United States representative was adopted.

The CHAIRMAN pointed out that the United States representative's statement would be completed by the paragraphs appearing in the second addendum.¹

Mr. FULLER (United States of America) asked for the following corrections to be made in the paragraphs in question:

Paragraph 2.

Second paragraph reading as follows:

"He stated that, according to information from a reliable source, an armed Japanese vessel had arrived towards April 3rd, 1938, at Macao, coming from Iran and transporting about 2,000 cases of raw Iranian opium. 1,100 cases had been disembarked at Hak Sha Wan (Black Sand Bay), a suburb of Macao. According to the report which he had received, these 80,000 kilogrammes of opium had been transported during the night under escort of Portuguese troops to the Nacional Ultramarino Bank of Macao, where they had been deposited. Previous arrangements had been made with the higher authorities in Macao for the landing and warehousing of the goods by the Chinese traffickers in opium and by the Japanese owners of the opium."

should be amended to read:

"He stated that, according to information from a reliable source, an armed Japanese vessel had arrived about April 3rd, 1938, at Macao, coming from Iran and transporting over 2,000 chests of raw Iranian opium; 1,100 chests had been disembarked at Hak Sha Wan (Black Sand Bay), a suburb of Macao. According to the report which he had received, these 80,000 kilogrammes of opium had been transported during the night under escort of Portuguese troops to the Banco Nacional Ultramarino, in the city of Macao, where they had been deposited. Previous arrangements had been made, by the Chinese traffickers in opium and by the Japanese owners of the opium, with the higher authorities in Macao for the landing and warehousing of the goods in the Government bank referred to."

Paragraph 4.

Paragraph 4, reading as follows:

"The representative of the United States of America asked the representatives of Portugal, Japan and Iran to request information from their respective Governments in order that they might submit a report on the case in conformity with Article 23 of the Limitation Convention of 1931."

should be amended to read:

"The representative of the United States of America asked the representatives of Portugal, Japan and Iran to request their respective Governments to submit reports on the case in conformity with Article 23 of the Limitation Convention of 1931."

The amendments proposed by the United States representative were adopted.

Paragraph 7 (Paragraph 9 of the Final Text).

M. RENBORG, Acting Director of the Opium Traffic Section, asked that the last paragraph reading:

"The representative of Portugal said he would give explanations regarding certain discrepancies in the figures concerning the imports at Macao."

should be replaced by the following text:

"The representative of Portugal said he had no information of the shipment to Macao mentioned by the representative of the United States of America but that he would transmit to his Government the communication of the United States representative."

The amendment proposed by the Acting Director was adopted.

Summary of the Statement by the Representative of Canada.

Colonel SHARMAN (Canada) asked that the last sentence in the summary of his statement should be replaced by the corresponding text contained in the Minutes of the meeting in question.

The Committee agreed to modify the text as indicated by Colonel Sharman.

¹ See document C.237.M.136.1938.XI (Ser. L.o.N. P. 1938.XI.2), page 17.

Reply of the Representative of Japan.

M. AMAU (Japan) suggested that, as his reply had dealt also with the statements made by the representatives of India and the United Kingdom it would be preferable to make separate sub-sections of the latter statements and insert them immediately after Sub-section 5. His own reply would then figure as Sub-section 8.

He added that the reference to Amoy in paragraph 1 should be amplified to read : " the island Quemoy, near Amoy ".

The modifications proposed by the Japanese representative were adopted.

M. AMAU (Japan) asked that paragraph 7 of his reply reading :

" As to the area under poppy cultivation in 1937, the representative of Japan pointed out that the estimate of 177,000 acres given by the representative of the United States must be reduced to 25,440 acres, a divergence due probably to the use in Manchuria of different units of measurement."

should be replaced by the following text :

" As to the area of the poppy cultivation in 1937, the representative of Japan pointed out that the representative of the United States of America had given an estimate of 177,000 acres, whereas, according to his information, the area under cultivation in 1937 was 1,030,000 mou or 156,207 acres."

The amended text proposed by the Japanese representative was adopted.

M. AMAU (Japan) said that as a result of telegrams exchanged with the Tokio authorities, he had now ascertained that the *mou* or *mao* was actually equivalent to 614 square metres or 6.14 ares. It was true that the new "Manchukuo" law on weights and measures of January 25th, 1934, had fixed the mao as equivalent to 100 square metres or one are, but this new equivalent had not been used in computing the figures of acreage supplied in this case. The footnote on this page would also require to be amended accordingly.

Mr. FULLER (United States of America) pointed out that the wording of the first sentence of the eighth paragraph did not accurately reproduce his remarks on authorised poppy cultivation. He had explained that the opium poppy was cultivated in twelve out of sixteen provinces and that the area under such cultivation exceeded the amount actually authorised, as the "Manchukuo" authorities themselves had publicly admitted. He might add that the figure of 177,000 acres was not based on the conversion of a figure of maos, but had been established as the result of private investigations.

M. AMAU (Japan) said that he had exchanged several telegrams with Tokio on this matter and suggested that, when issues of such a kind were in dispute, it would be preferable for the United States authorities and others to communicate direct with the Japanese authorities instead of waiting for the session of the Advisory Committee. He reminded the Committee of the arrangement between Japan and the United States of America for the mutual exchange of information concerning illicit traffic and traffickers, and he opined that its spirit might be extended to other countries and other subjects. He suggested that all the members should approach the Japanese authorities direct at any moment, should they have any questions to ask, without waiting for the session of the Advisory Committee, in view of the difficulty of answering a question or verifying information in such a short time as was available during the session. He proposed, however, to enquire further into the discrepancy revealed in that connection.

M. RENBORG, Acting Director of the Opium Traffic Section, suggested that, if paragraph 7 were be amended on the lines proposed by the United States representative, it would be unnecessary to maintain the footnote regarding the equivalent of the mou. If the Japanese representative could elucidate the discrepancy immediately, the result of his enquiry could be embodied in the final printed text.

M. Renborg's proposal was adopted.

Summary of the Statement by the Representative of India.

Mr. NIND (India) asked for the deletion of the words "such as Japan" after the words "whereas in the case of other countries".

The amendment proposed by the Representative of India was adopted.

Summary of the Statement by the Representative of the United Kingdom.

Major COLES (United Kingdom), pointed out that the words "region of Kwantung" should be corrected to read "Kwantung Leased Territory".

The amendment proposed by the Representative of the United Kingdom was adopted.

Dr. HOO CHI-tsai (China) pointed out that the expression "Manchukuo and Jehol" in line 6 should be corrected to read "Manchuria and Jehol".

The CHAIRMAN said that the chapter of the report dealing with the situation in the Far East would conclude with the text of the resolution as finally adopted at the eighteenth meeting, to which would be appended the resolution passed at the Committee's last session.

V. MISCELLANEOUS (Chapter IX of the Final Text).

Information on the Work of the Narcotic Farms in the United States of America.

Mr. FULLER (United States of America) thanked the Rapporteur for the very excellent and adequate summary made in this section of a rather technical communication. He asked that the references in this section of the report to narcotic farms should be amended to read "narcotic addict hospitals".

The amendment proposed by the United States representative was adopted.

VI. CANNABIS (INDIAN HEMP)

Dr. CARRIÈRE (Switzerland), Rapporteur, read the summarised reference to the work of the Sub-Committee on cannabis which it was proposed to insert in the report. The complete report of the Sub-Committee would, of course, be published as an annex.

The text submitted by Dr. Carrière was adopted.

V. STANDARDISATION OF METHODS OF DETERMINING THE MORPHINE CONTENT OF RAW OPIUM AND THE COCAINE OR ECGONINE CONTENT OF COCA LEAVES.

After an exchange of views, the Committee decided to amend the title of this section of the report by deleting the words "and the cocaine or ecgonine content of coca leaves".

The general Report of the Committee to the Council on the Work of its Twenty-third Session was adopted as a whole.¹

1308. Adoption of the Minutes of the Eleventh and Twelfth Meetings.

The Committee approved the Minutes of the eleventh and twelfth meetings, subject to the insertion therein of certain amendments submitted by the members of the Committee, and accepted by the Committee.

1309. Date of the Next Session of the Advisory Committee.

M. RENBORG, Acting Director of the Opium Traffic Section, announced that the Agenda Sub-Committee had decided to propose that the next sessions of the Seizures and Cannabis Sub-Committees should be held from May 8th to 13th next, and that the Advisory Committee should sit in its own capacity and as a Preparatory Committee for the Limitation Conference from May 15th to about June 10th.

Colonel SHARMAN (Canada) hoped that the time-table of the next session would be so arranged as to enable members to give priority to the normal important business on the Committee's agenda and that, in particular, experts such as M. Anslinger would not, as at the present session, have to leave before the plenary discussion on the illicit traffic and Far Eastern questions in which they were specially interested.

The dates proposed by the Agenda Sub-committee were approved.

1310. Situation in Iran: Statement by the Representative of Iran.

M. BAHRAMY (Iran) asked permission to summarise briefly the statements he had already made before the Committee regarding his Government's line of conduct and national policy on the questions discussed during the session which had now closed. He had been greatly relieved to observe that only one of the difficult problems on the Committee's agenda had a direct connection with Iran—the problem of opium-poppy cultivation. The manufacture of narcotic drugs and the illicit traffic in such substances were absolutely unknown in Iran and the use of cannabis was now no more than an historical memory. The Committee itself had found that the transport of and traffic in opium from Iran were conducted by the nationals of other countries and that hitherto no Iranian had been involved in any case of seizure. In those circumstances, there was nothing which would prevent him, on his Government's behalf, from cordially supporting the Committee's efforts to combat a scourge which had for years been working havoc all over the world. In that connection, he had made a point of sending full and detailed reports on certain aspects of the Committee's work to his Government and was very glad to be able to announce that he had just received a telegraphic message confirming the views of his Government as already expressed in previous statements.

In the first place, the Imperial Iranian Government, though it had not ratified the 1912 and 1925 Conventions, felt bound to comply with the spirit of the Covenant and give effect to its provisions. Very strict instructions had been given to the Monopoly services to control licences. In particular, Iran as a member of the League of Nations had not recognised "Manchukuo" and had no commercial relations with that country. The State Opium Monopoly made deliveries only to Governments and had in no way lost sight of the clauses of the 1931 Convention. He hoped at the Committee's next session to be able to submit a detailed report on the material progress made in the latter direction.

¹ For the final text of the report, see document C.237.M.136.1938.XI. (Ser. L.o.N. P. 1938.XI.2).

In conclusion, he felt it his duty to pay a special tribute to M. Delgorge, the distinguished Chairman of the Committee for the extremely able and impartial way in which he had directed and controlled the Committee's discussions. He also thanked the Rapporteurs, the members of the Opium Section and of the Secretariat of the Permanent Central Opium Board, who had spared no effort to supply members with all the information necessary for solving the complicated problems discussed. A special debt of gratitude was owed by the Committee to M. Ekstrand, who was tireless in his efforts to secure additional support for the Committee's activities, and whose able representative, M. Renborg, was an inexhaustible source of information on all opium and narcotic drug questions.

1311. Close of the Session.

The CHAIRMAN recapitulated the valuable work done by the Advisory Committee at its twenty-third session, more particularly in advancing the preparations for a Conference to limit and control opium-poppy growing and raw opium production and in drawing attention to the continued gravity of the Far Eastern situation. He hoped that, when the next session opened, some articles of a new Limitation Convention would already be drafted and that the situation in the Far East would show a definite improvement. It was gratifying to observe the considerable progress reported from other parts of the world, and that Governments were wholeheartedly co-operating in executing the Committee's recommendations and adapting their national legislation to international Conventions.

The Permanent Sub-Committees were continuing to do valuable work, with the able assistance of such experts as Dr. Bouquet and Professor Van Itallie. He also wished to express the Committee's thanks to Mr. Fuller, whose resignation as Chairman of the Cannabis Sub-Committee would be specially regretted. The Advisory Committee was particularly grateful to Sir Malcolm Delevingne for the invaluable assistance which he had given, before and during the discussions of the Preparatory Committee.

In conclusion, he thanked all the members for their loyal co-operation, and Dr. Carrière for his valuable services as Rapporteur; also the Acting Director and the Secretariat for the great assistance which they had afforded to him as Chairman, and to the Committee as a whole throughout the session.

Mr. FULLER (United States of America) expressed his Government's appreciation of the cordial and willing collaboration which it had received from the Secretariat in the last year, as in previous years.

Major COLES (United Kingdom), Colonel SHARMAN (Canada) and Dr. CARRIÈRE (Switzerland) joined in tributes to the Chairman for the able way in which he had conducted the proceedings of the twenty-third session.

M. AMAU (Japan), after associating himself with the various tributes paid, expressed his appreciation, as the representative of a Far Eastern country, of the solicitude shown by various members of the Committee regarding the conditions obtaining in that part of the world. It was unfortunate that, soon after the close of the twenty-second session, those conditions should have entered an abnormal phase, out of which they had not yet emerged. He trusted that, when the present disorder and confusion had been cleared up, the situation as regards opium and narcotic drugs would also show improvement.

M. EMBIRICOS-COUMOUNDOUROS (Greece), as a new member of the Committee, had been greatly impressed by the spirit of sincerity and cordiality which marked its proceedings and which augured well for the achievement of still more valuable results in future. He trusted that, as time went on and international collaboration in this matter improved, it would be possible, thanks to the Committee's efforts, to free humanity from the scourge of drug addiction.

M. RENBORG, Acting Director of the Opium Traffic Section, thanked the Chairman and members of the Committee, on behalf of his colleagues and himself, for the kind references to the Secretariat's work.

The CHAIRMAN declared the twenty-third session of the Advisory Committee closed.

ANNEX I

O.C.1720(1).

AGENDA OF THE TWENTY-THIRD SESSION PROPOSED
BY THE AGENDA SUB-COMMITTEE

PART I

- I. Elections and Appointments :
 - (a) Election of Chairman and Vice-Chairman ;
 - (b) Appointment of Rapporteur ;
 - (c) Appointment of Assessors ;
 - (d) Election of three members of the Agenda Sub-Committee ;
 - (e) Publicity of meetings.
- II. Adoption of Agenda.
- III. Consideration of the Secretary's Progress Report (document O.C.1736).
- IV. Consideration of Annual Reports on Traffic in Opium and Other Dangerous Drugs and Synoptical Statistical Tables prepared by the Secretariat :
 - (a) General : Analytical study and synoptical statistical tables (documents O.C.1723 and addendum ; also document O.C.1727) ;
 - (b) Manufacture and export of dangerous drugs. ¹ General review of the situation by the Secretariat.
- V. (a) Preparatory Work for the Conference for the Limitation of Poppy Cultivation and the Production of Raw Opium (documents O.C./Confidential/30, O.C./Confidential/31 ; Report of the Preparatory Committee, document O.C./1744).
(b) Raw Opium : Situation in the Producing, Manufacturing and Opium-smoking Countries ¹ (document O.C./Confidential/18, series).
- VI. Illicit Traffic :
 - (a) Consideration of Report by Sub-Committee on Seizures (document O.C.S. 314 ; Extract from annual reports of Governments, document O.C.S./Confidential/313, series ; Quarterly Summaries of Seizures and Illicit Traffic, documents O.C.S.300(e), (f), (g) and (h) ; O.C.1728 and 1728(a)) ;
 - (b) Situation as regards clandestine manufacture (document O.C./Confidential/42(3)) ;
 - (c) Illicit traffic by air (documents O.C.1714 and, in particular, document O.C.1714(a)) ;
 - (d) Illicit traffic by sea (documents O.C.1728 and 1728(a)).
- VII. Situation in the Far East :
 - (a) General (documents O.C.1564(e), (f), (g), (h) and (i)) ;
 - (b) Application of Chapter IV of the Hague Convention (report by the Sub-Committee).
- VIII. (a) Standardisation of Methods for determining the Morphine Content of Raw Opium (consideration of the final report submitted by the Committee of Experts (Van Itallie) (document O.C.1512(e))).
(b) Standardisation of Methods for determining the Cocaine or Ecgonine Content of the Coca Leaf : consideration of report referred to under (a) (document O.C.1512(e)).
- IX. Situation as regards Control of Cannabis and Drugs derived from Cannabis (report by Sub-Committee) (documents O.C.1542(i) to (z) ; documents O.C.1724 series ; O.C.1729, 1731, 1733, 1734).
- X. Application of Article 10 of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs (documents O.C.1727 and O.C.1743).
- XI. Budget.
- XII. Other Questions.

¹ At the twentieth session the Advisory Committee decided, on the proposal of the Agenda Sub-Committee, that this item should appear on the agenda of each spring session.

PART II

Other questions which might be discussed after items in Part I have been considered.

- I. Illicit Traffic :
 - (a) Progress made in extradition treaties ;
 - (b) Chartering of ships for the illicit traffic.
- II. Drug Addiction :
 - (a) Enquiry into drug addiction (document O.C.1732) ;
 - (b) Question of codeine addiction ;
 - (c) Addiction liability of eucodal, dicodide, dilaudide and acedicone (document O.C./Confidential/29) ;
 - (d) Scientific research into analgesic substances to replace narcotic drugs.
- III. Application of Recommendation 4 of the Final Act of the 1936 Convention for the Suppression of the Illicit Traffic in Dangerous Drugs (concerning meetings of the representatives of the central offices of the contracting parties) (Item proposed by the representative of Uruguay).
- IV. Consideration of Methods of establishing Consumption Statistics.
- V. Study of the Laws and Regulations of Various Countries on Opium and Other Dangerous Drugs.

ANNEX II

O.C.1736(1).

PROGRESS REPORT BY THE SECRETARY

The present progress report contains an analysis of the replies received up to April 15th, 1938, to the circular letters sent to Governments under various decisions taken by the Advisory Committee during its twenty-second session (May-June 1937) and during its previous sessions which were not analysed in the previous report.

It also contains a summary of the work done in the various fields of activity of the Committee, except for such questions as form a special item on the agenda.

I. ADMINISTRATIVE AND GENERAL QUESTIONS

CHANGES IN THE COMPOSITION OF THE ADVISORY COMMITTEE

Renewal of the Mandate of the Members of the Committee.

1. Since the last session, the following changes have occurred in the composition and membership of the Committee. It will be recalled that in January 1936 the Council, in connection with a general study of the constitution and functions of League Committees, decided to increase by a few seats the number of Governments represented on the Opium Advisory Committee, in order to give satisfaction to such States as might request to participate in the work of the Committee.

In pursuance of this decision and having received requests from the Governments of Greece and Czechoslovakia, the Council, at its hundredth session (January 28th, 1938) invited those Governments to be represented on the Advisory Committee. The Government of Greece has appointed as its representative His Excellency M. Alexander EMBIRICOS-COUMOUNDOUROS, Minister Resident; and the Government of Czechoslovakia, M. Josef SVOBODA, Counsellor of the Ministry of Public Health and Physical Education, Prague.

Mr. W. W. NIND, C.I.E., has been selected as the permanent successor of the late Mr. G. S. Hardy, as representative of India on the Committee, and replaces Mr. C. E. Wild, who held that post in a temporary capacity.

The Government of Japan has appointed as its representative His Excellency M. AMAU, Minister at Berne, as successor to His Excellency M. Yokoyama, who has been called upon for other duties.

The Spanish Government has appointed as its representative on the Advisory Committee Don Francisco CARRERAS REURA, Head of the Narcotics Supervisory Department, and as assistant delegate Don Victor HURTADO, Spanish Vice-Consul at Geneva.

The Italian representative on the Committee, Senator Stefano Cavazzoni, informed the Secretary-General on December 21st, 1937, that, in consequence of the withdrawal of Italy from the League of Nations, he resigned as member of the Advisory Committee.

Dr. Bruno Schultz, representative of Austria, informed the Chairman of the Advisory Committee on April 11th, 1938, that since, in consequence of the reunion of Austria with the German Reich, the former Federal State of Austria had ceased to be a member of the League of Nations, he requested him to take note of his resignation as member of the Advisory Committee and to inform the other members of the Committee.

2. The rule regarding the *renewal of the mandate of members of the Advisory Committee* is laid down in Articles 9 and 10 of the General Regulations on Committees, adopted by the Council on January 24th, 1936 :

"The Council shall appoint the members of Committees as far as possible at its January session." (*Article 9.*)

In the case of Committees composed of Government representatives :

"The mandate shall last for not more than three years. It shall be renewable, unless the Council, in order to facilitate rotation, has decided otherwise." (*Article 10.*)

The Advisory Committee in its present form having been thus constituted by the Council in 1936, the mandates of the members of the Committee will expire in January 1939.

II. ANNUAL REPORTS ON THE TRAFFIC IN OPIUM AND OTHER DANGEROUS DRUGS

COLLABORATION WITH LATIN-AMERICAN COUNTRIES

The Advisory Committee, at its last session, expressed regret that the majority of the Latin-American countries still do not supply annual reports on the traffic in opium and other narcotic drugs. Of the twenty countries of Latin America, only eight had forwarded reports for 1935. The representative of Uruguay, supported by the representative of Mexico, suggested that more effective co-operation on the part of these countries might be obtained by sending a mission from the Secretariat, and the Committee supported the proposal.

The Committee will be interested to learn that the Director of the Opium Section was requested by the Secretary-General to take part in a general mission from the Secretariat, under the direction of the Under Secretary-General Director of the Legal Section, to encourage co-operation between the competent authorities of the various countries in Latin America and the Secretariat.

In the meantime, the situation as regards the annual reports from the Latin-American countries has improved. On April 15th, 1938, ten reports for 1936 had been received from the following countries : the *Argentine Republic, Bolivia, Brazil, Chile, Cuba, Guatemala, Haiti, Salvador, Uruguay and Venezuela.*

A report has been received from the Argentine Government for the first time since 1926, from the Chilean Government for the first time since 1929, and from the Haitian Government for the first time since 1932.

III. LEGITIMATE TRADE, MANUFACTURE AND CONSUMPTION OF NARCOTIC DRUGS

(a) RULES RECOMMENDED FOR EFFECTIVE CONTROL OF PHARMACIES

(Circular Letter 192.1937.XI, of November 11th, 1937.)

The Advisory Committee, at its twenty-first session (May 1936), examined a summary of the information supplied by Governments on regulations applicable to the pharmacies in their respective countries, and requested the Secretariat to draw up, on the basis of this information, draft model regulations applicable to the control of pharmacies which might be regarded as the minimum necessary for effective supervision.

At its twenty-second session, the Committee had before it draft regulations prepared by the Secretariat. These rules were referred to a Sub-Committee, appointed for the purpose, which examined and revised the Secretariat's draft.

The Advisory Committee, on the recommendation of this Sub-Committee, adopted a body of rules suitable for use by Governments for the effective control of pharmacies. The Committee decided to ask the Council to request the Secretary-General to communicate these rules to Governments for their information and guidance. The Council, on September 16th, 1937 (ninety-eighth session), requested the Secretary-General to communicate the rules to Governments, and this was done on November 11th, 1937.

Replies from Governments.

Only a few Governments have been able to reply to this communication up to the present, and the Secretariat is waiting until it has received all the replies, in order to report on them.

(b) REVISED LIST OF DRUGS, PREPARATIONS AND PROPRIETARY MEDICINES COMING UNDER THE INTERNATIONAL DRUG CONVENTIONS

(Circular Letter 184.1937.XI, and document 1458(3), Annex, of November 2nd, 1937.)

The Committee will recall that at its last session it approved the list in question and authorised its communication to Governments. In pursuance of this decision, the Secretary-General forwarded the list to Governments and requested them to furnish him with any particulars which would enable corrections or additions to be made in the list, in order that it might be periodically brought up to date. In addition, in accordance with the decision of the Sub-Committee of Experts, which was approved by the Advisory Committee, he recommended that, in order to avoid confusion which might be likely to encourage the illicit traffic, any change of formula in the composition of drugs should always be followed by a change of name, and that such changes should be specially reported to the League of Nations. Governments were requested to state whether they were prepared to comply with this recommendation.

The Secretariat has received replies from the following States : *Australia* (January 25th, 1938), *Austria* (February 4th, 1938), *Belgium* (February 25th, 1938), *United Kingdom* (March 7th, 1938), *Chile* (December 23rd, 1937), *Colombia* (February 28th, 1938), *Denmark* (February 22nd, 1938), *Danzig* (March 15th, 1938), *Egypt* (November 23rd, 1937), *Spain* (November 30th, 1937), *Estonia* (January 11th, 1938), *United States of America* (March 4th, 1938), *Guatemala* (December 10th, 1937), *Haiti* (February 4th, 1938), *Hungary* (March 17th, 1938), *India* (March 8th, 1938), *Irak* (January 13th, 1938), *Ireland* (November 25th, 1937), *Latvia* (March 2nd, 1938), *Liechtenstein* (November 6th, 1937), *Lithuania* (March 29th, 1938), *Nicaragua* (December 13th, 1937), *Norway* (March 22nd, 1938), *New Zealand* (March 10th, 1938), *Poland* (February 16th, 1938), *Sudan* (December 9th, 1937), *Sweden* (March 24th, 1938), *Czechoslovakia* (February 19th, 1938), *Turkey* (January 27th, 1938), *Uruguay* (January 27th, 1938), *Venezuela* (January 20th, 1938).

Some of these Governments proposed various changes or additions in the list, and these will be examined by the Sub-Committee of Experts, whose duty it is to keep the list up to date, at its next session.

Many Governments referred to the value of the list to their administrative departments and asked that a large number of copies should be sent to them. The Secretariat has been unable this year to print the list as the Advisory Committee would have wished, owing to lack of funds. Credits for the purpose have, however, been included in the budgetary proposals for 1939 ; if the budget is adopted by the competent organs of the League, it will be possible to meet the Committee's wishes on this point.

The Governments of the following countries agreed to comply with the above-mentioned recommendation : *Austria, Belgium, Denmark, Danzig, Estonia, Iraq, Ireland, Latvia, Norway, Sweden and Czechoslovakia.*

Denmark, while stating that it agreed with the view expressed in the circular letter that any change in the composition of a drug should be followed by a change of name, added that the fact that the Public Health Administration had not, in one particular instance, followed this rule was due to the desire to reduce the use of diacetylmorphine as a medicament ; this, in the Administration's opinion, would not be practicable to any adequate extent ; unless preparations already admitted which contained diacetylmorphine were replaced by other corresponding preparations with a certain content of ethylmorphine in place of diacetylmorphine, without, however, changing the name of the preparation.

As regards the above-mentioned recommendation, the *United Kingdom* stated that, owing to the commercial value of the names of proprietary preparations, which were frequently registered as trade marks in the United Kingdom, the British Government considered that it would be impracticable to require that a change in the composition of a preparation should always be followed by a change of name.

Similarly, the *United States* Government stated that, in view of the good-will property rights acquired by a manufacturer in a trade name for a product, which frequently represented an appreciable advertising investment in popularising such trade name with the public, it was not believed to be either practicable or expedient to undertake to require a change in the name of a preparation when there was a change in its composition or formula of preparation. It was believed that such a requirement would tend to prevent efforts for the improvement of products. Moreover, it was regarded as unnecessary with respect to products of American manufacture, since the laws and regulations now in effect required the labels appearing on narcotic preparations to show the kind and quantity of narcotic contained therein, except where such were prepared in accordance with the National Formulary or the United States Pharmacopoeia, in which case the narcotic content was readily ascertainable by reference to these publications.

The Sub-Committee of Experts will have to discuss these objections and the question as a whole at its next meeting.

IV. ILLICIT TRAFFIC AND MEASURES TAKEN AGAINST THIS TRAFFIC

(a) STATISTICS REGARDING EXPORTS AND IMPORTS OF ACID ACETIC ANHYDRIDE AND CAFFEINE

(Circular Letters 189.1934.XI, of November 9th, 1934, 27.1935.XI, of February 23rd, 1935, and 194.1937.XI, of November 13th, 1937.)

(This question is dealt with in a separate document (see document O.C.1593(c).)

(b) SPECIALISED POLICE SERVICES DEALING WITH THE CAMPAIGN AGAINST NARCOTIC DRUGS

(Circular Letter 204.1936.XI, of November 11th, 1936.)

A memorandum summarising information forwarded by Governments up to April 15th, 1936, or furnished to the Advisory Committee during its twenty-first session, regarding specialised police forces dealing with the campaign against dangerous drugs was, with the approval of the Council, communicated to Governments in Circular Letter 204.1936.XI (document O.C.1627(1)).

Replies to this communication were noted by the Advisory Committee at its last session.

The communication has since been acknowledged by the Government of *China* (May 1st, 1937).

Replies to the communication received from the Governments of *Germany* (February 27th, 1937), *Peru* (May 13th, 1937) and *Venezuela* (April 16th, 1937) were circulated to the members of the Committee on November 23rd, 1937 (document O.C.1627(1)(a)).

(c) MEASURES TO PREVENT THE USE OF OCEAN-GOING STEAMERS FOR ILLICIT TRAFFIC AND SUPERVISION IN THE LARGER SEAPORTS

(Circular Letters 181.1935.XI, of November 5th, 1935, and 1.1937.XI, of January 14th, 1937.)

(Further replies from Governments.)

Co-operation with the International Labour Office as regards seamen's unions.

This question is dealt with in a separate document (document O.C.1728).

V. SITUATION IN THE FAR EAST

INFORMATION ON THE SITUATION IN "MANCHUKUO"

(Circular Letter 27.1934.XI, of March 16th, 1934.)

This question is dealt with in separate documents (documents O.C.1564(e), (f), (g), (h) and (i)).

SITUATION IN CHINA AS REGARDS THE CLANDESTINE MANUFACTURE OF AND THE ILLICIT TRAFFIC IN NARCOTIC DRUGS

(Circular Letters 218.1936.XI, of December 1st, 1936, and 203.1937.XI, of December 1st, 1937.)

The Opium Advisory Committee, at its twenty-first session (May 18th-June 5th, 1936), discussed at length the serious situation existing in China as regards the clandestine manufacture of and the illicit traffic in narcotic drugs. As the outcome of this discussion, it adopted a resolution stressing the fact that its attention has again been drawn to the increasingly serious situation in China as regards the clandestine manufacture of and the illicit traffic in narcotic drugs.

The Advisory Committee, considering that the appeal made by the Chinese representative for the collaboration of the Governments concerned with a view to ending the alarming illicit traffic in narcotic drugs was deserving of the practical support of Governments, urged the Chinese Government to continue and intensify its efforts towards this end and requested it to keep it constantly informed of the situation. At the same time, it addressed an appeal to the Japanese Government to redouble its efforts and to take such action as might be necessary to provide penalties for the illicit traffic in and the clandestine manufacture of narcotic drugs. Finally, the Committee recommended all Governments which had not already done so to take every possible step to prevent their nationals from engaging in illicit traffic in China.

The Council, at its ninety-third session, and the Assembly, at its seventeenth session, associated themselves in succession with the Advisory Committee's appeal, and the Secretary-General was instructed to bring the views expressed by the Advisory Committee and the Council to the knowledge of Governments. In pursuance of these resolutions, the Secretary-General communicated to Governments a letter dated December 1st, 1936 (Circular Letter 218.1936.XI), requesting them to furnish information as to any measures taken by them to prevent their nationals from engaging in illicit traffic in China.

At its twenty-second session (May-June 1937), the Advisory Committee received information from various members indicating that the situation had further deteriorated, and it concluded its important discussion on the matter by adopting the following resolution :

" The Advisory Committee,

" Recalling the resolution adopted at its twenty-first session concerning the serious situation existing in China as regards clandestine manufacture and the illicit traffic in narcotic drugs ;

" Having, at its present session, received information from various members of the Committee, including the representatives of China, the United States of America, Canada

and Egypt, which indicated that, while the situation in China shows that the efforts of the Chinese Government have brought about improvement in that country, the situation in those regions which are under Japanese influence has deteriorated to an alarming extent since the last session ;

“ Considering that the existing situation constitutes a very real danger, not only to the peoples of these regions, but also to the whole world, and cannot be allowed to continue :

“ Notes with satisfaction the statement by the representative of Japan to the effect that all efforts are being made by the Japanese Government to remedy the position as far as lies within its power, and particularly that steps are being taken to provide severe penalties for drug trafficking ;

“ Relies on the Government of Japan to take immediate and effective steps to put an end to clandestine manufacture and drug trafficking carried on by Japanese subjects in China and especially in those parts of China which are particularly affected by the illicit traffic ;

“ Appeals to the Governments of China and Japan to establish close co-operation wherever this is necessary for the purpose of combating clandestine manufacture and the illicit drug traffic ;

“ Requests those Governments and all other interested Governments to furnish the Committee with official and full information concerning further developments in the situation in respect of illicit traffic and clandestine manufacture ;

“ Recommends that the Council should communicate officially to the Governments of China and Japan and to the other interested Governments, through the Secretary-General, the Minutes of the Advisory Committee's discussion on the situation in the Far East at its sittings on June 1st and 2nd, with the request for the observations of these Governments on the facts disclosed by the discussion.

“ Considering, further, that the absence of official information as regards poppy cultivation, clandestine drug manufacture and use of opium and drugs in Manchuria and Jehol (“ Manchukuo ”) seriously hampers the Committee in its efforts to deal with the situation :

“ Asks, in particular, the Japanese Government and also all other interested Governments to provide the Advisory Committee with any available official information in this respect concerning Manchuria and Jehol (“ Manchukuo ”) before the next session of the Committee.”

On September 16th, 1937, the Council (ninety-eighth session), when instructing the Secretary-General to give effect to this resolution, took occasion to stress once again the importance it attached to the adoption of more vigorous measures than in the past to remedy a situation involving the destruction of thousands of human lives both in China and in other parts of the world.

The Council also renewed the appeal which it had addressed in 1936 to the Japanese Government not to postpone any longer the adoption of legislative measures providing more severe penalties for the illicit traffic and clandestine manufacture carried on by Japanese subjects in China. Finally, in regard to information requested, more particularly concerning Manchuria and Jehol (“ Manchukuo ”), the Council desired to facilitate the work of the Committee in this matter by every means in its power, so as to enable it to obtain the fullest possible information, by requesting those Governments which were in a position to do so to furnish it with the requisite information.

For its part, the Assembly, on October 2nd, 1937 (eighteenth session), on the proposal of its Fifth Committee, adopted the following resolution :

“ The Assembly,

“ Considering the serious situation existing in the Far East as revealed by the discussions held at the twenty-second session of the Advisory Committee on Traffic in Opium and Other Dangerous Drugs and by additional information furnished to the Fifth Committee ;

“ Considering further that such a situation constitutes a danger, not only to China, but also to the whole world :

“ Endorses fully the resolution on the subject adopted by the Opium Advisory Committee at its last session, which was approved by the Council ;

“ Repeats its previous earnest appeals to the Japanese Government to take effective measures without delay to put an end to the clandestine manufacture and illicit traffic carried on by Japanese subjects in China, and requests the Japanese Government to inform the Opium Advisory Committee of the action which is being taken ;

“ And trusts that the Chinese Government will not relax its efforts in the face of an admittedly difficult situation, and that it will be able to report to the Opium Advisory Committee a progressive improvement in the situation in the regions in China to which neither Japanese nor other foreign influence extends.”

In pursuance of the resolutions adopted by the Advisory Committee, the Council and the Assembly, the Secretary-General, in communicating them to Governments, requested the latter to give effect, so far as lay within their power, to the recommendations made therein, and also to comply with the Advisory Committee's request for information.

Replies from Governments.

Since the previous report was drawn up, the following Governments have replied to the Secretary-General's letter of December 1st, 1936 (Circular Letter 218.1936.XI), regarding measures to be taken to prevent their nationals from engaging in illicit traffic in China.

Panama (March 23rd, 1937).—The Government of Panama will inform the Secretariat in due course of the measures adopted.

Siam (March 27th, 1937).—The Siamese Government has duly noted the resolution.

Danzig (March 4th, 1937).—In the territory of the Free City, there is no need for any special measures to prevent Danzig nationals from engaging in the illicit traffic in narcotic drugs in China. Under the existing laws and regulations, it is possible to exercise effective supervision over the whole of the traffic in narcotic drugs within the country and over exports abroad. It should also be noted that there is practically no traffic in either goods or passengers between Danzig and China.

Poland (May 24th, 1937).—In view of the fact that, under Article 6 of the Treaty between Poland and China, signed at Nanking on September 18th, 1929, Polish nationals do not enjoy extra-territorial rights but are subject to the jurisdiction of the Chinese courts, and further that, as Dr. Hoo Chi-Tsai, the Chinese delegate to the League of Nations, pointed out in his speech at a meeting of the Fifth Committee of the sixteenth assembly of the League of Nations in 1935, Chinese legislation enacts severe penalties for the clandestine manufacture of and traffic in narcotic substances, the Polish authorities see no need to issue special regulations for the suppression of the illicit traffic in narcotic substances by Polish nationals in China. The Polish authorities are none the less prepared, as the need or possibility arises, to co-operate in every individual case with the Chinese authorities.

In reply to the circular letter dated December 1st, 1937 (C.L.203.1937.XI), requesting further information on clandestine manufacture and illicit traffic in China and on the situation in Manchuria and Jehol ("Manchukuo"), the Secretariat has received acknowledgments from *Ecuador* (January 20th, 1938), *Spain* (December 9th, 1937), and *Liechtenstein* (December 6th, 1937), while *Colombia* (January 26th, 1938), *Egypt* (January 5th, 1938), *Guatemala* (January 15th, 1938) and *Uruguay* (January 31st, 1938) stated that this letter had been transmitted for consideration to the competent national authorities.

The Governments of *Australia* (February 18th, 1938), *India* (February 4th, 1938), *Ireland* (February 28th, 1938) and *Czechoslovakia* (February 23rd, 1938), stated that they had no observations to submit.

The Government of the *Argentine Republic*, in reply to the first letter, dated December 1st, 1936, had stated on April 28th, 1937, that it would adopt the necessary measures, should it be called upon to intervene, although, as was well known, the Argentine transacted very little business with China. In reply to the letter of December 1st, 1937, the Argentine Government stated further, on March 23rd, 1938, that it took that opportunity of reaffirming its desire to promote international co-operation and that, so far as it was concerned, it would not fail to exercise strict supervision over the territory of the Republic.

The Government of the *United States of America*, on February 16th, 1938, advised the Secretary-General that information in its hands confirmed the serious conditions obtaining in respect of the opium and manufactured drug traffic in China north of the Yellow River, including Manchuria and Jehol. That information failed to indicate that any effective measures had been taken to bring about an improvement in the situation in the said area, notwithstanding the promulgation in Manchuria on July 22nd, 1937, of a local ordinance which attempted to limit manufacture of the more common opium derivatives to the local Opium Monopoly.

As to the situation south of the Yellow River, the information in the hands of the Government confirmed that which had been presented to the Opium Advisory Committee at its twenty-second session. Owing to the disorders which for some time past had been taking place in that area, complete information concerning developments in the drug situation in China south of the Yellow River since the spring and summer of 1937 was not yet available.

The Government of *Iraq*, on February 21st, 1938, in reply to the Secretary-General's communication of December 1st, 1937, stated that no fresh developments had occurred in the illicit traffic in Iraq as a direct result of the situation in the Far East. Seizures of raw opium increased from 70 kg. in 1936 to 141 kg. in 1937, but that increase occurred mostly in the Baghdad Liwa, the returns from Basrah being less. The increase of illicit traffic from the Far East would first be detected in the Basrah Liwa. The Iraqi Government possesses no information regarding Manchuria and Jehol. The competent authorities have no observations to make on the situation, which up to the present has not affected Iraq.

The Government of *New Zealand*, in reply to the Secretary-General's communication of December 1st, 1936, stated that nationals of New Zealand residing in China, being British subjects, came under the jurisdiction of the consular courts of the United Kingdom of Great

Britain. Accordingly, any measure taken by the United Kingdom Government through its consular courts to prevent British subjects from engaging in the illicit traffic in narcotics in China would apply to nationals of New Zealand.

In reply to the communication of December 1st, 1937, the New Zealand Government, on February 9th, 1938, stated that it did not wish to make any observations, but assured the Advisory Committee of its desire to co-operate wherever possible in any steps that might be taken to eliminate the menace of the illicit traffic in narcotic drugs.

The Government of the *Sudan*, in reply to the Secretary-General's letter of December 1st, 1937, stated on December 18th, 1937, that there was no evidence to show that the Sudan was supplied with drugs from the Far East and that such evidence of illicit traffic as had appeared had already been communicated to the Secretary-General in annual reports and other documents. Should further information of importance come to light, the Secretary-General would be notified as soon as possible.

Turkey informed the Secretary-General on January 27th, 1938, that his letter of December 1st, 1937, and the accompanying documents had made a great impression on the Turkish Government, which would duly make known the serious misgivings aroused by the facts set forth therein with regard to the situation in the Far East.

The Government of *Venezuela*, in reply to the Secretary-General's first letter, dated December 1st, 1936, stated on April 10th, 1937, that the competent Venezuelan authorities had not considered it necessary to adopt any special or new measures for the control of narcotic drugs other than those already in force, notwithstanding the serious situation in China referred to in that letter, since up to the present the effects of the situation had not been felt in Venezuela.

(The Venezuelan Government has acknowledged receipt of the second communication, dated December 1st, 1937.)

VI. RATIFICATION OF INTERNATIONAL CONVENTIONS CONCLUDED UNDER THE AUSPICES OF THE LEAGUE OF NATIONS

(a) HAGUE CONVENTION (1912), GENEVA CONVENTION (1925), LIMITATION CONVENTION (1931)

The total number of sovereign States parties to the Hague Opium Convention of 1912 still stands at 60 ; 54 sovereign States are at present parties to the Geneva Convention of 1925 and 64 to the Limitation Convention of 1931.

The following States have signed but have not yet ratified the *Geneva Convention of 1925* : Albania, Iran and Nicaragua. The Argentine Republic has acceded to the Convention subject to ratification, but has not yet ratified. The following States may also accede to the Convention : Afghanistan, the United States of America, Sa'udi Arabia, China, Ethiopia, Guatemala, Haiti, Iceland, Liberia, Mexico, Panama, Paraguay, Peru.

As regards the *Limitation Convention of 1931*, three States have become parties to it since the last report was submitted to the Committee—namely : *Latvia* (August 3rd, 1937), *Albania* (September 9th, 1937) and the *Union of South Africa* (January 4th, 1938). The following States have signed but have not yet ratified this Convention : Argentine Republic, Bolivia, Ethiopia, Liberia, Paraguay. Iceland and Yugoslavia may also accede to the Convention.

In reply to the request addressed each year by the Secretary-General, under the Assembly resolution of October 3rd, 1930, to Members of the League who have not signed or acceded to Conventions concluded under the League's auspices on the expiry of a period of five years from the date on which such Conventions were opened for signature, asking them to state their views on the Conventions, Yugoslavia has made the following declaration :

" The Government of the Kingdom of Yugoslavia applies the regime of narcotic drugs laid down in this Convention (Limitation Convention) ; it co-operates with the competent organs of the League on the basis of the said Convention, but, for the reasons it has expounded on several occasions, more particularly at the time of the 1931 Conference, it cannot see its way to acceding formally thereto."

(b) 1936 CONVENTION FOR THE SUPPRESSION OF THE ILLICIT TRAFFIC IN DANGEROUS DRUGS

(Circular Letters 135.1936.XI, dated July 30th, 1936, 17.1937.XI, dated January 29th, 1937, 211.1937.XI, dated November 29th, 1937, and 35.1938, dated February 26th, 1938.)

On July 30th, 1936, the Secretary-General communicated to the Members of the League and to the non-member States invited to attend the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs, held at Geneva from June 8th to 26th, 1936, the text of this Convention and its Protocol of Signature. In a letter dated January 29th, 1937, he transmitted to the same Governments a certified copy of the above-mentioned texts with all the signatures affixed up to December 31st, 1936. In a letter of November 29th, 1937, the Secretary-General, referring to his previous communications on the same subject, informed the Governments that the Advisory Committee on Traffic in Opium and Other Dangerous Drugs had

expressed the sincere hope, at its twenty-second session, that the Governments would take the necessary steps, as soon as possible, to enable them to accede to the said Convention. Moreover, the Council, on September 16th, 1937 (ninety-eighth session), instructed him to remind the Governments of the importance of acceding to the Convention at the earliest possible date. The Assembly, on October 2nd, 1937 (eighteenth session), had taken note of a report by its Fifth Committee, in which the latter unanimously urged Governments to respond to the appeal of the Advisory Committee on account of the importance of applying this Convention as soon as possible with a view to the suppression of the illicit traffic. The Secretary-General, in forwarding this appeal, which had been made in turn by the Advisory Committee, the Council and the Assembly, asked the Governments to inform him whether they could contemplate prompt accession to this Convention. Lastly, the Assembly, on October 3rd, 1937, adopted a resolution under which the Secretary-General was called upon to request any Member of the League or non-member State which has signed any general Convention concluded under the auspices of the League of Nations, but has not ratified it before the expiry of one year from the date at which the Protocol of Signature is closed, to inform him of its intentions with regard to the ratification of the Convention. The Secretary-General acted upon this resolution in respect of the Convention for the Suppression of the Illicit Traffic in Dangerous Drugs by a letter of February 26th, 1938.

The Convention in question is to come into force, in accordance with the provisions of Article 22, "ninety days after the Secretary-General of the League of Nations has received the ratifications or accessions of ten Members of the League of Nations or non-member States."

1. *Position of Ratifications.*

On the date of preparing the present report, the position as regards this Convention is as follows :

Only four Governments have deposited their instruments of ratification of this Convention with the Secretariat of the League of Nations—*i.e.*, *Belgium* (November 27th, 1937), *China* (October 21st, 1937), *Greece* (February 16th, 1938), *India* (August 4th, 1937).¹

In addition, Guatemala acceded to the Convention on February 25th, 1938, subject to ratification.

Twenty-eight other countries which signed the Convention have not yet followed up their signature by ratification. These countries are : *Austria*, *Brazil*,¹ *Great Britain* and *Northern Ireland*, *Bulgaria*, *Canada*, *Colombia*, *Cuba*, *Denmark*, *Egypt*, *Ecuador*, *Spain*, *Estonia*, *France*, *Honduras*, *Hungary*, *Japan*, *Mexico*, *Monaco*, *Panama*, *the Netherlands*, *Poland*, *Portugal*, *Roumania*,¹ *Switzerland*, *Czechoslovakia*, *the Union of Soviet Socialist Republics*, *Uruguay*, *Venezuela*.

Lastly, thirty-eight countries may still accede to the Convention.

2. *Replies from Governments explaining their Position in regard to the Convention.*

(a) The following countries have acknowledged receipt of one or more of the above-mentioned letters from the Secretary-General, in some cases adding that the question had been submitted to the competent authorities for study : *Argentine Republic* (April 8th, 1937), *the United Kingdom* (September 18th, 1936), *Egypt* (August 24th, 1936, and February 17th, 1937), *Spain* (February 19th, 1937, and December 9th, 1937), *Estonia* (February 3rd, 1937), *Iraq* (March 1937), *Latvia* (February 2nd, 1937), *Liechtenstein* (December 6th, 1937), *Mexico* (August 20th, 1936, and March 31st, 1938), *Nicaragua* (March 4th, 1937, and January 15th, 1938), *Peru* (March 4th, 1937), *Turkey* (March 24th, 1937), *Uruguay* (September 21st, 1936, and May 5th, 1937), *Venezuela* (September 26th, 1936, February 26th, 1937, and December 28th, 1937).

(b) The following countries are studying the legislative and administrative measures necessary in order to ensure the application of the Convention before proceeding to ratify it :

Australia stated on January 27th, 1938, that consideration was being given by His Majesty's Government in the Commonwealth of Australia to the nature of the legislation which would be required if the Commonwealth Government should decide to accede to this Convention. It was not possible to indicate at the present time whether the Commonwealth Government contemplated acceding to the Convention in the near future. This question was, however, receiving the serious consideration of the Commonwealth Government, which would inform the Secretariat immediately a decision had been made.

Canada (February 3rd, 1938).—It was the intention of the Canadian Government to submit the Convention to Parliament for its approval at the 1938 session and to introduce such changes as might prove to be necessary in Canadian Law. Ratification would follow upon approval by Parliament.

Colombia (January 26th, 1938).—It had been impossible to give legislative approval to the Convention during 1937. The Colombian Government was thinking of again submitting the Convention to the National Congress at the ordinary sessions of 1938 with a view to ratification.

France (January 10th, 1938).—The Government of the French Republic proposed shortly to place before Parliament a draft law for bringing existing legislation into harmony with the

¹ Since the drafting of this report, *Roumania* (June 28th) and *Brazil* (July 2nd) have ratified the Convention.

provisions of the Convention. Only after the adoption of this text could the instrument in question be ratified. The Minister for Foreign Affairs would, moreover, endeavour to hasten the discussion of the said draft.

Hungary.—The Hungarian Government, in a letter of April 8th, 1938, stated that the Convention for the Suppression of the Illicit Traffic in Dangerous Drugs concluded at Geneva on June 26th, 1936, could not by its nature be ratified by the Head of the State until the said Convention had been inserted in a law to be adopted in the first place by two Chambers of Parliament. Moreover, the draft law relating thereto is ready and at the disposal of the competent Ministries for their observations.

Monaco (March 21st, 1938).—The competent departments were dealing with the question of bringing Monegasque legislation into harmony with the provisions of the Convention, and the ratification of this diplomatic instrument would be deposited as soon as the work was completed.

Panama (March 19th, 1937).—The Government of the Republic intended to submit the Convention for the Suppression of the Illicit Traffic in Dangerous Drugs and its Protocol to the Parliament of Panama during its 1938 sessions for ratification, these documents having been received after the close of the work of the National Legislative Assembly of Panama, which opened on September 1st, 1936.

Switzerland (March 12th, 1938).—The Federal authorities hoped shortly to be in a position to ratify the Convention. They could, however, not do so before the coming into force of the new law on narcotic drugs, which has been under consideration for a long time past.

Czechoslovakia (March 25th, 1938).—The Government of the Czechoslovak Republic was waiting to ratify the Convention until the National Assembly had adopted the draft law on opium, under which the provisions of the 1936 Convention would be transformed into a domestic law. Since the adoption of the draft law on opium could not be long delayed, the ratification of the Convention might be expected shortly.

(c) The Governments of *Denmark* (July 24th, 1937), of the *Dominican Republic* (April 14th, 1937), of *Ecuador* (March 15th, 1937) and of the *Sudan* (January 29th, 1938) state that they are examining the Convention with a view to reaching a decision regarding ratification.

(d) Lastly, the Governments of the *Union of South Africa* and the *United States of America* indicated in the statements outlined below that they were not in a position to become parties to the Convention, while *Siam* and *New Zealand* also cannot accede to it at present, though reserving their future decision.

The Government of the *Union of South Africa* informed the Secretariat on May 25th, 1937, that, as illicit traffic in narcotic drugs was practically non-existent in the Union of South Africa and as the legislative measures laid down in Act 13 of 1928 with the regulations made thereunder were considered adequate to keep the trade in habit-forming drugs in the Union of South Africa within proper limits, the Government of the Union of South Africa did not consider it necessary at the present time to become a party to the Convention and Protocol of June 26th, 1936.

The Government of the *United States* informed the Secretary-General on January 11th, 1938, that it did not contemplate acceding to the Convention. The reasons for the attitude adopted by the Government were given by the United States delegate to the Conference for the Suppression of the Illicit Traffic in Dangerous Drugs at the meeting at which the Convention was signed on June 26th, 1936, at Geneva.

The *Siamese* Government, in a letter of April 12th, 1937 (communicated to the Advisory Committee in document O.C.1683), stated that it was of opinion that accession on its part at this juncture to the Convention and Protocol of June 26th, 1936, would not be practicable. The fact that certain reservations relating to neighbouring territories by their nature impaired any practical value which the Convention might possess for Siam, combined with the considerable re-adjustment of present principles of law and present legislation that would be involved, especially in respect of legal procedure, as well as other difficulties, rendered it essential for the Siamese Government to have time for further consideration before it could define its attitude in respect of the 1936 Convention.

The *New Zealand* Government (March 10th, 1938) stated that it was regretted that an accession by New Zealand was not practicable at the present time. It was proposed, however, to give further consideration to the matter at a later date. During the mission of a member of the Secretariat to New Zealand, the Chief Controller of Customs of that country stated in April 1938 that new legislation would be necessary with a view to the ratification of the Convention, but that the Government of New Zealand was desirous of co-operating with the League of Nations in matters relating to opium and would examine the position when the principal countries concerned had put the Convention into force.

VII. 1925 CONVENTION : ARTICLE 10

APPLICATION OF ARTICLE 10 OF THE GENEVA CONVENTION OF 1925 TO PREPARATIONS BASED ON INDIAN HEMP EXTRACT OR TINCTURE

(Circular Letter 161.1936.XI, of September 10th, 1936.)

By the above-mentioned Circular Letter, the Secretary-General communicated to the Governments the following resolution, which was adopted by the Health Committee at its

twenty-second session (October 7th to 14th, 1935), in accordance with a request made by the Egyptian Government on May 28th, 1934 :

“ The Health Committee,

“ After noting the report of the Permanent Committee of the Office international d'Hygiène publique :

“ Is of opinion that preparations made from tincture or extract of Indian hemp may lead to the same abuses and may produce similar ill-effects to those resulting from use of the tinctures or extract of Indian hemp themselves, and consequently decides that these preparations shall be brought within the control of the 1925 Convention.”

The Secretary-General therefore asked Governments to be good enough to inform him whether they were prepared to accept the said resolution in accordance with Article 10, paragraph 2, of the Geneva Convention.

The Secretariat has already given an account in the previous progress report of the replies from a large number of States. Since that date the Secretariat has received, up to April 15th, replies from the following States : *Germany* (April 12th, 1937), *Australia* (October 27th, 1937), *Bulgaria* (June 22nd, 1937), *Chile* (November 4th, 1937), *China* (May 1st, 1937), *Colombia* (January 11th, 1938), *Denmark* (August 4th, 1937), *India* (May 31st, 1937), *Japan* (April 7th, 1937), *Netherlands* (June 22nd, 1937), *United Kingdom* (April 13th, 1937), *Sweden* (November 17th, 1937), *Union of South Africa* (May 29th, 1937), *Venezuela* (April 16th, 1937).

The entire question, as it emerges from the replies, has been examined in the document of the Health Organisation of November 1st, 1937 (C.H.1278), and may be summarised as follows in respect of all the replies received up to April 15th.

Thirty-six States in all have replied to the circular letter in question ; twenty-eight of them accepted unreservedly the Health Committee's decision.¹ Eight others accepted conditionally.²

The *Austrian* Government wished to exempt “ preparations containing other active medicinal substances, provided there is no likelihood of any abuse of these preparations, given their composition and application ”.

The Governments of *Germany*, *Portugal* and *Sweden* asked that preparations intended for external use should remain free from any control.

The *Norwegian* Government proposed to exempt two particular preparations.

The Governments of *Denmark*, the *Netherlands* and the *United Kingdom* proposed to leave certain groups of preparations free from any control, since their content of Indian hemp extract or tincture does not exceed a certain percentage, especially in the case of certain corn cures.

In other words, these replies raised a number of questions which call for examination—namely, whether certain special preparations could be exempted under Article 8 of the Geneva Convention, to what extent any other use than the external use of a certain group of preparations could, in general, be rendered impossible, whether it was possible to fix a limit of tolerance for certain groups of preparations in respect of their content of Indian hemp extract or tincture in case the preparations contain substances such as phenol or salicylic acid, the presence of which would make abuse impossible.

All these replies were officially forwarded to the Permanent Committee of the Office international d'Hygiène publique on October 16th, 1937, in accordance with the provisions of Articles 8 and 10 of the Geneva Convention, with a view to ascertaining to what extent the requests for exemption made by Governments could be met.

VIII. CONVENTION OF 1931 FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS

(a) INTERPRETATION OF ARTICLE 13, PARAGRAPH 2(b)

(Circular Letter 201.1935.XI, of December 10th, 1935 : further replies from Governments.)

At its twentieth session (May 20th to June 5th, 1935), the Advisory Committee on Traffic in Opium and Other Dangerous Drugs came to the conclusion that account must be taken of the growth of the medical use of codeine as a morphine substitute and the possibility that the former might take the place of the latter as a drug of addiction. Bearing in mind also the view previously expressed by the Health Committee of the League of Nations (see Circular Letter 192.1934.XI, of November 30th, 1934) on the interpretation of the expression “ compounds which are adapted to a normal therapeutic use ” contained in Article 13, paragraph 2(b), of the Limitation Convention of 1931, the Advisory Committee finally adopted the following resolution on this subject :

“ The Advisory Committee discussed the question of the exemption from the import-certificate system, under Article 13, paragraph 2, of the Limitation Convention, of

¹ The Union of South Africa, Australia, Belgium, Bolivia, Bulgaria, Canada, Chile, China, Colombia, Egypt, Ecuador, Greece, Haiti, Hungary, British India, Ireland, Italy, Japan, Latvia, Monaco, Peru, Poland, Roumania, Siam, Sudan, Czechoslovakia, Turkey, Venezuela.

² Germany, Austria, Denmark, Norway, the Netherlands, Portugal, the United Kingdom, Sweden.

compounds of codeine and dionine adapted to a normal therapeutic use. With a view to securing uniformity in the application of the Convention, it decided to recommend to Governments the acceptance by them of the following resolution passed by the Health Committee at its twentieth session :

“ The Health Committee considers that, in the case of dry preparations (pills, tablets, etc.) containing codeine and dionine, those which contain not more than 0.1 gramme of either substance (this being the highest of the maximum doses prescribed in the majority of pharmacopœias) might be regarded as “ adapted to a normal therapeutic use ”, while, in the case of solutions, the definition is applicable to those in which the proportion included does not exceed 10% . . . ’

“ The Advisory Committee draws the attention of Governments to the advisability of allowing exemption from the import-certificate system, in respect of solid compounds, only in the case of pharmaceutical compounds in which codeine or dionine is associated with other medicinal substances. In the case of liquid compounds, the Committee recommends that exemption from the import-certificate system should not be allowed in respect of compounds consisting of a solution of codeine or dionine in one or more inert fluids.”

The Advisory Committee's interpretation, given in the last paragraph of the above resolution, is in conformity with the view repeatedly advanced by the Health Committee (see, for example, the Minutes of the sixteenth session of the Health Committee, document C.627.M 248.1930.III, page 128)—namely, that preparations in which alkaloids are associated with inert substances, whether solid or liquid, should be considered as pure alkaloids.

The above resolution was approved by the Council on September 6th, 1935, and transmitted to Governments on December 10th, 1935, in Circular Letter 201.1935.XI.

At the time when the previous report was drawn up, twenty replies had reached the Secretariat. Since that time, replies have been received from the following further two countries : the United Kingdom of Great Britain and Northern Ireland (April 28th, 1937), and Sweden (November 17th, 1937).

The Government of the *United Kingdom* informed the Secretary-General that, as from May 1st, 1937, the provisions of the Dangerous Drugs Acts would be applied to all preparations, admixtures or other substances (except syrupus codeinæ Phosphatis B.P.C. 1934) containing any proportion of codeine or dionine associated with an inert substance, whether solid or liquid, and all preparations, admixtures or other substances containing more than 2.5% of codeine or dionine associated with other medicinal substances.

The *Swedish* Government informed the Secretary-General that measures designed to give effect to the Advisory Committee's interpretation of the article in question had been taken by a Royal Decree of June 11th, 1937 (No. 365), amending the Royal Decree of September 16th, 1933 (No. 559), laying down certain provisions relating to narcotic drugs. The Decree of June 11th, 1937—which also makes a number of other changes in the narcotic legislation—came into force on October 1st, 1937.

(b) PARACODINE : SUBMISSION OF A PROTOCOL ADDITIONAL TO THE 1931 CONVENTION

(Circular Letter 20.1938.XI, of February 19th, 1938.)

The Health Committee, at its twenty-second session, held in October 1935, adopted the following resolution regarding paracodine :

“ The Health Committee,

“ After noting the report of the Permanent Committee of the Office international d'Hygiène publique ;

“ Considering that paracodine, although not in itself a habit-forming drug, may be converted into such a drug :

“ Declares that paracodine should be brought under control similar to that provided for in the case of codeine under the 1931 Convention.”

The Advisory Committee on Traffic in Opium and Other Dangerous Drugs, having examined this resolution, requested the Secretariat to investigate the measures which might be taken in order to apply to paracodine the provisions of the 1931 Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs. Following upon the Secretariat's enquiries, the Advisory Committee on Traffic in Opium and Other Dangerous Drugs examined, at its twenty-second session, a draft Protocol supplementary to the 1931 Convention.

The purpose of this Protocol is to apply to paracodine the system instituted by the Convention in the case of codeine. The Committee requested the Council to forward this draft to Governments parties to the 1931 Convention for comment.

The Council, on September 16th, 1937 (ninety-eighth session), instructed the Secretary-General to transmit the draft Protocol to the Governments concerned, and to ask them to forward any comments which they might desire to make. The Council decided, in addition, that it would, on this occasion, follow a procedure shorter than the usual procedure laid down in the Assembly resolution of September 26th, 1931, relating to the negotiation of General Conventions under the auspices of the League of Nations, since the Protocol in question was

merely an instrument supplementary to an existing Convention, and since the resolution referred to makes express provision for departures from the normal procedure in special circumstances. According to the procedure laid down by the Council, the Governments will, after a single consultation, be invited to appoint representatives to meet in due course for the purpose of adopting the Protocol. States which are not members of the League, but which are parties to the Convention, will be invited to attend this meeting.

The following replies to the Secretary-General's communication, dated February 19th, 1938, have been received :

Spain (February 28th, 1938). — The Spanish Government has forwarded the communication to the competent authorities.

Portugal (March 5th, 1938). — The Portuguese Government states that paracodine is already—since November 1936—treated on the same footing as codeine under the 1931 Convention. Accordingly, the Portuguese Government has no objection to raise against the draft Protocol, as the provisions indicated therein are already in force in Portugal.

The following Governments have stated that they have no comments to make on the subject of the draft transmitted to them : *Egypt* (March 30th, 1938), *Iraq* (April 3rd, 1938), *Ireland* (March 31st, 1938), *Liechtenstein* (February 24th, 1938), the *Union of Soviet Socialist Republics* (April 1st, 1938).

Belgium (April 13th, 1938) states that she is in full agreement with the proposal that paracodine should be subject to the provisions of the 1931 Convention.

(c) COMMUNICATION TO GOVERNMENTS OF A LIST OF DRUG FACTORIES

(Circular Letter 86.1938.XI, dated May 5th, 1938.)

In application of Article 20 of the 1931 Convention, the Secretary-General communicated to the parties to the Convention on May 5th, 1938, a list of factories authorised to manufacture narcotic drugs (document O.C. 1143(3)), established on the basis of information furnished by Governments. The Secretary-General asked Governments to forward to him any corrections or additional information which may be necessary in respect of the data contained in the list.

(d) COMMENTARY ON THE 1931 CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS

The Committee will recall that the President of the Conference for the Limitation of the Manufacture of Narcotic Drugs, in the course of the last meeting, held on July 13th, 1931, made, in his closing speech, the following proposal, which was officially approved by the Conference :

" The application of the Convention would doubtless gain greatly in precision if there were an authentic commentary showing its relationship to the preceding Conventions and the various ways in which it may be applied ; in fact, I suggest that what is generally done for national laws should in this case be done for an international law. I should like you by a formal decision to entrust the Secretariat with the preparation of such a commentary.

" The Conference approved the President's proposal."

The Committee will be interested to learn that this commentary, which has involved a considerable amount of work, has just been completed by the Secretariat, and that it is to be circulated to the Committee under the title — "*Historical and Technical Study of the Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs of July 13th, 1931*" (document C.191.M.136.1937.XI).

IX. WORK OF THE SUPERVISORY BODY AND THE PERMANENT CENTRAL OPIUM BOARD

I. SUPERVISORY BODY

(a) *Annual Statement issued by the Supervisory Body on the Estimated World Requirements of Dangerous Drugs in 1938.*

(Document O.S.B./Statement/1938—Confidential ; Circular Letter 199.1937.XI, dated November 6th ; document C.544.M.381.1937.XI—Public ; Circular Letter 224.1937.XI, dated December 15th, 1937.)

1. Since the twenty-second session of the Advisory Committee, the Supervisory Body, under the presidency of Sir Malcolm Delevingne, has held its eleventh (August 26th to September 1st, 1937) and twelfth (October 11th to 15th, 1937) sessions, at which it drew up the statement on estimated world requirements of dangerous drugs in 1938 (document O.S.B./Statement/1938). This statement was forwarded to Governments as a confidential communication on November 6th, 1937, through the Secretary-General, while the public edition was forwarded to Governments on December 15th, 1937 (document C.554.M.381.1937.XI). In addition, the Supervisory Body drew up and forwarded to Governments four supplements to the statement for 1937, numbered O.S.B./Statement/1937(a), (b), (c) and (d).

In drawing up the statement for 1938, which contains all the information specified in the Limitation Convention for 179 countries and territories (colonies, dependencies, protectorates, mandated territories, etc.), the Supervisory Body had to examine estimates relating to 63 countries and 104 territories. In addition, it established estimates itself for 10 countries and 2 territories which had not forwarded their own.

2. In the course of its last two sessions, which mark the beginning of the fifth year of its existence, it became clear to the Supervisory Body that the system of estimates and international Supervision created by the Limitation Convention had given proof of its effectiveness as a practical instrument, and that during the four preceding years all the necessary contacts and the closest co-operation with Governments had been established.

The Supervisory Body noted with satisfaction that the number of ratifications of the Limitation Convention is now 64, a figure higher than that reached up to the present by any international convention negotiated under the auspices of the League.

3. An encouraging feature of the progress achieved by the Supervisory Body at its recent sessions is the steady increase in the number of countries supplying their own estimates. On October 18th, 1933, at the end of the second session of the Supervisory Body, only 45 countries had supplied estimates; in 1934 the figure had increased to 54; in 1935 to 59; in 1936, to 61; and in 1937 to 63. The same progress can be observed in the case of territories: in 1933, estimates were supplied by 83 territories, whereas in 1937 the number had increased to 104.

The number of countries and territories for which the Supervisory Body has found itself compelled to prepare estimates itself had steadily diminished: from 54 in 1933 (23 countries and 31 territories), it had fallen in 1937 to 12 (10 countries and 2 territories).

4. A further proof of the progress achieved is to be found in the manner in which estimates are submitted by Governments. It is now found that the major part of these estimates, and of the accompanying explanations, are prepared with the greatest care. Nevertheless, certain countries, of which most belong to Central and South America, still submit estimates and explanations which show that the provisions of the Limitation Convention in the matter of estimates are not yet fully understood by the competent authorities.

In the case of certain Central and South American countries, the work of the Supervisory Body has been rendered exceptionally difficult, owing to the fact that the Governments concerned have not supplied the Permanent Central Opium Board with the statistical information required under the terms of the Convention.

5. A third factor which has contributed to the improvement in the situation is the increasingly close relationship between estimates and statistics. A comparison of estimates with the most recent statistics relating to drug manufacture appears to show that the wide gaps formerly found to exist between Government forecasts and actual needs show a diminishing tendency, since Governments endeavour more and more to bring their estimates down to the level of real requirements.

This tendency is very clearly shown by the following figures relating to the conversion of morphine into other drugs.

Whereas in 1934 the estimated quantity of morphine required for conversion purposes amounted to 32,979 kg., the quantity actually converted was only 21,625 kg., the difference between the estimates and the quantity actually converted amounting to 11,354 kg.—i.e., 53%; in 1935, the discrepancy was only 9,491 kg. (estimated quantity, 31,298 kg., actually converted, 21,807 kg.)—i.e., 44%; and in 1936, it was only 7,222 kg. (estimated quantity, 34,930 kg., actually converted 27,708 kg.)—i.e., 26%.

6. The Supervisory Body examines the estimates furnished by Governments for the purpose of preventing excessive estimates. The Supervisory Body is therefore entitled to request Governments to furnish such information and particulars as it considers essential to enable it to compile complete estimates or to clear up some particular point in regard to an estimate.

In 1937, the Supervisory Body considered it necessary to ask for additional information or explanations from 11 countries in respect of their estimates for 1938.

In this sphere also there has been a very marked improvement. In 1934, information of this kind was requested in respect of 28 countries; in 1935, in respect of 23 countries; in 1936, in respect of 18 countries; and in 1937, in respect of 11 countries only.

*(b) Annual Statement of the Supervisory Body on the Estimated
World Requirements of Dangerous Drugs.*

Proposed Alteration of the Latest Date of Issue to Governments.

(Circular Letters 19.1936.XI, of February 11th, 1936, and 135(a).1936.XI, of July 30th, 1936.)

At its twelfth session, the Supervisory Body expressed the hope that States parties to the Limitation Convention would sign as soon as possible the *procès-verbal* providing that the date for the communication of the statement to Governments, which is at present fixed at November 1st, should be postponed until December 1st. This *procès-verbal*, which was brought to the knowledge of Governments by Circular Letter 19.1936.XI, dated February 11th, 1936, cannot take effect until it has been signed by all States parties to the Convention. As the

number of countries that have ratified the Limitation Convention is 64 and the number of countries that have signed the *procès-verbal* up to June 1st, 1938, is 56, 8 signatures are therefore required to enable the *procès-verbal* in question to come into force. The countries which have not yet signed are distributed as follows : 5 in Europe (Albania, Germany, Italy, Lithuania, San Marino) ; 2 in Central America (Guatemala, Nicaragua) ; 1 in Asia (Sa'udi Arabia).

(c) *Application of Article 19 of the 1931 Convention, whereby " the High Contracting Parties will require that the Labels under which any of the Drugs, or Preparations containing those Drugs, are offered for Sale, shall show the Percentage of the Drugs. These Labels shall also indicate the Name of the Drugs as provided for in the National Legislation."*

At its twelfth session, the Supervisory Body requested the Secretary to draw the Advisory Committee's attention to this question.

2. PERMANENT CENTRAL OPIUM BOARD

The following document has been submitted to the Council by the Permanent Central Opium Board and communicated to the Advisory Committee :

Report to the Council on the Statistics of Narcotics for the Year 1936 and the Work of the Board during 1937 (document C.353.M.240.1937.XI).

X. OLD CIRCULAR LETTERS IN RESPECT OF WHICH NEW REPLIES HAVE BEEN RECEIVED SINCE THE COMMITTEE'S LAST SESSION

(a) PASSPORTS OF TRAFFICKERS

(Circular Letter 37.1935.XI, of March 7th, 1935.)

The attention of Governments had been drawn by the circular letter in question to the numerous irregularities to which traffickers in narcotic drugs resort in order to obtain passports, and the traffic in false passports of which they frequently avail themselves. The Committee laid stress on the desirability of a thorough study of this question and recommended that direct co-operation should be established between the authorities charged with the issuance of passports and those in the same country responsible for the control of the drug traffic, with a view to the punishment of offences of this kind.

The replies to this circular letter have already been analysed in previous progress reports. Since the publication of the last report, the Secretariat has received a reply from *Austria* (September 22nd, 1937), stating that the competent Austrian services consider that Austrian legislation enables them to withdraw the passport of an Austrian national who is or has been engaged in the illicit drug traffic, or to refuse to issue him a passport, or to endorse with an entrance visa the passport of a suspicious foreigner. As regards the traffic in false passports, the competent Austrian services state that traffickers of this kind are prosecuted and punished with the utmost rigour of the law, under paragraphs 199(d), 201(a), 320(e), (f) and (g) of the Penal Code, even if the case has no connection with the illicit drug traffic.

(b) SMUGGLING OF NARCOTIC DRUGS THROUGH THE POST

(Circular Letter 203.1936.XI, of November 12th, 1936.)

At its twenty-first session (May 18th-June 5th, 1936), the Opium Advisory Committee took note of a memorandum by the Secretariat reviewing the action previously taken in this matter by the Committee and summarising the information in its possession.

The Advisory Committee proposed that the memorandum (document O.C.1630) should be sent to Governments for their information, and this proposal was approved by the Council on September 19th, 1936.

The Secretary-General communicated the memorandum to Governments on November 12th, 1936 (Circular Letter 203.1936.XI). Before this was done, the Secretariat revised the memorandum, inserting the information furnished to the Advisory Committee by its members at its twenty-first session or which had been subsequently communicated to the Secretariat by the International Bureau of the Universal Postal Union.

A number of replies have already been analysed in the Progress Report for last year. Since then, the Secretariat has received an acknowledgment from *China* (May 1st, 1937), *Spain* (March 9th, 1937) and *Venezuela* (April 16th, 1937). The Venezuelan Government drew attention to an inaccurate statement in the memorandum with regard to Venezuela. Drugs can only be imported through the ports of La Guaira and Maracaibo and not through Puerto Cabello and Ciudad Bolivar, as incorrectly asserted in document O.C.1630.

XI. QUESTIONS RELATING TO PREPARED OPIUM

(a) OPIUM-SMOKING BY WORKERS

(Resolution adopted by the International Labour Conference in June 1936 and resolution adopted by the Advisory Committee at its twenty-second session (Circular Letter 198.1937. XI, of November 3rd, 1937).

The Committee had before it at its twenty-second session a communication from the Governing Body of the International Labour Organisation transmitting a resolution concerning opium-smoking among workers, and the Committee in its turn adopted a resolution on the matter, to the effect that :

"
" The Committee, while mindful of the efforts made by many countries towards the end in view, requests the Council to draw the attention of the Governments concerned to the recommendations embodied in this resolution, with a view to their application in the territories in which the use of opium for smoking is still authorised, while taking into account the practical difficulties which might prevent their realisation within the time-limits mentioned."

In accordance with the Council's instructions, the Secretary-General drew the attention of the Governments concerned to the recommendations in question in his letter of November 3rd, 1937. The Secretariat has not so far received any reply to this communication.

The Secretary-General also informed the Director of the International Labour Office, in his letter of December 30th, 1937, of the action taken by the Advisory Committee, and note was taken of this communication in the report submitted by the Director of the International Labour Office at the session of the Governing Body held at Prague on February 3rd, 1938 (International Labour Office document G.B./82/12/275, page 25).

For its part the International Labour Office received, in reply to the letter communicating its resolution on opium and workers adopted by the Labour Conference at its twentieth session, a letter from the Permanent Delegation of *Iran*, dated September 2nd, 1937, transmitting information on the measures adopted by the Iranian Government to combat the use of opium. These measures include the control of the trade in opium and opium dross, the restriction of cultivation and the application of measures to prevent opium-smoking, such as the action taken under paragraph 5 of Article 1 of the Civil Statute of Officials, which prohibits opium-smoking by officials and provides that candidates addicted to this practice shall not be accepted for Government service; it is also proposed to embody this principle in the internal regulations of newly established factories and workshops. The letter in question also mentions the facilities afforded for medical treatment (free distribution of disintoxicating remedies, treatment of indigent inveterate smokers in public and private hospitals). In this communication, the Iranian Government states that it is fully in agreement with the spirit of the resolution proposed by the Governing Body of the International Labour Office and, although it is not in a position to carry out the recommendations textually, it is determined to give effect, by successive stages, to the substance of the resolution by such means and measures as it may deem most practicable.

The letter from the Iranian delegation was brought to the knowledge of the Governing Body of the International Labour Office in the Director's report to the eighty-first session (document G.B./81/12/243, page 21).

(b) INFORMATION REGARDING THE MANUFACTURE AND CONSUMPTION OF PREPARED OPIUM IN PERU

The Committee will remember that, at its last session, it observed that the statistics for 1935 furnished by the Peruvian Government to the Permanent Central Opium Board revealed the existence in that country of a manufacture and consumption of prepared opium which were by no means negligible : 551 kg. of prepared opium were manufactured in 1935 and 544 kg. were consumed.

In accordance with the Committee's instructions, the Secretariat, on February 2nd, 1938, sent a letter accompanied by a memorandum to the Peruvian Government requesting it to furnish detailed information on this matter and particularly regarding the legislative situation with reference to the consumption of prepared opium in Peru, the organisation and working of the prepared opium Monopoly and the quantities imported, countries of origin of those imports, quantities utilised and control of smokers.

There has not yet been time for the Secretariat to receive any reply to this communication. The Director of the Opium Section, in the course of his mission to Latin America, proposes to obtain the desired information from the Peruvian authorities.

XII. MISSIONS CARRIED OUT BY MEMBERS OF THE SECRETARIAT

(a) MISSION OF M. EKSTRAND AND M. RENBORG TO YUGOSLAVIA AND HUNGARY

The Director of the Opium Section was invited by the Yugoslav Government to visit Yugoslavia with a view to getting into direct touch with the competent authorities concerning the regulation of the opium traffic. M. Ekstrand was accompanied on this mission by M. Renborg.

During their stay in Yugoslavia in October 1937, M. Ekstrand and M. Renborg had a number of interviews with the Yugoslav authorities on various questions concerning opium and the problem of limitation in particular (study of the consistency of opium, its morphine content, conditions of cultivation and problem of substitution, economic and social importance of poppy cultivation from the point of view of the population, movement of exports, etc.).

M. Ekstrand and M. Renborg got into touch with the Opium Advisory Committee of Yugoslavia and the experts of the various departments concerned (Agriculture, Commerce, Health), and with the representatives of "Prizad", the company which enjoys special privileges for the export of agricultural produce and opium in particular. They also visited Skoplje, the centre of the poppy-growing area, where they conversed with the representatives of the Chamber of Commerce and the local authorities. They were thus able to collect detailed information regarding the position in Yugoslavia, thanks to the assistance and facilities of all kinds afforded them by the Yugoslav authorities. This information has been utilised in the various documents submitted to the Committee.

M. Ekstrand and M. Renborg stopped *en route* at Budapest, on the Hungarian Government's invitation. They were thus able to discuss the question of Hungary's participation in the preparatory work for the Conference for limiting the Cultivation of the Opium Poppy and the progress of the Hungarian method of extracting raw opium from the dried poppy plant.

(b) M. EKSTRAND'S MISSION TO SOUTH AMERICA

(See above under II—Collaboration with Latin-American Countries.)

(c) M. RENBORG'S MISSION TO STOCKHOLM, OSLO, COPENHAGEN AND HELSINKI

M. Renborg visited the four Scandinavian countries for the purpose of discussing with the competent authorities the question of the consumption of opium and other narcotic drugs, which is rather higher in those countries than in many other European countries. The conclusion reached as the outcome of this enquiry was that the high consumption of narcotic drugs in northern countries appears to be due to perfectly normal circumstances connected with the special conditions obtaining in those countries: a high standard of living, up-to-date medical services, including free medical services, climatic conditions giving rise to diseases which render the use of narcotics necessary, and the frequent use of heroin in Finland; also, as regards Sweden, the sale on a large scale of preparations containing opium without a medical prescription.

(d) M. BOUSCHARAIN'S MISSION TO PARIS

The Director took advantage of M. Bouscharain's stay in Paris to entrust him with an enquiry into the control of limitation of the manufacture of narcotic drugs in France and the investigations carried out at the Pasteur Institute into the possibility of substituting cobra-venom for narcotic drugs as an analgesic in certain cases.

The reports drawn up by M. Bouscharain on these two questions were communicated to the Committee in documents O.C.1712 and O.C.1713, of November 1st, 1937.

The first report describes the whole administrative process of control of limitation of manufacture in France at its various stages, as explained in the administrative documents drawn up for the application of the Convention by M. Razet, Head of the Narcotic Drugs Bureau. The combined elasticity and strictness of the system enable this Bureau to keep a constant check on manufacture and deliveries, and to bring manufacturers under the control provided for in the Convention.

The enquiry into cobra-venom, which forms the subject of the second report, has shown that the investigations now in progress should continue to be carefully followed by the Advisory Committee. Although this work is still in the research stage, the improvement in technique encourages the hope that the extension of the use of cobra-venom as an analgesic to cases in which it can be substituted for narcotic drugs may prove to be a practical possibility.

M. Bouscharain also carried out bibliographical investigations into Indian hemp and got into touch with administrative, medical and colonial circles with a view to enlarging the documentation on the various problems relating to Indian hemp.

XIII. MISCELLANEOUS

GRANTING OF BAIL FOR OFFENCES AGAINST THE DANGEROUS DRUGS ORDINANCE IN HONG-KONG

The Committee's attention is drawn to document O.C.1719, of February 18th, 1938, relating to this question. The United Kingdom representative has communicated an ordinance, passed in Hong-Kong in August 1937, for the purpose of giving magistrates discretion to grant

bail in cases of offences against the Dangerous Drugs Ordinance. Before the passing of the ordinance, the magistrate was obliged to grant bail on the production of the necessary surety or sureties.

The reason for this new measure is explained in the "Objects and Reasons" by the fact that there has recently been a great increase in the number of offences against the Dangerous Drugs Ordinance, 1935, and it is considered desirable that the granting of bail in these cases should be in the discretion of the magistrate instead of compulsory upon him on the requisite surety or sureties being produced.

The object of this Bill is therefore to add offences against the Dangerous Drugs Ordinance, 1935, to the indictable misdemeanours already specified in Section 97(2) of the Magistrates Ordinance, 1932, in order that the granting of bail in the case of such offences may henceforth be in the discretion of the magistrate.

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ABBREVIATIONS

Addit.	= Additional
Art.	= Article
Comm.	= Commission
Cttee.	= Committee
Govt.	= Government
Int.	= International
Kgd.	= Kingdom
Perm.	= Permanent
Ref.	= Reference
Resol.	= Resolution

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